

Commonwealth  
of  
Pennsylvania

Department  
of  
Welfare

SIXTH BIENNIAL REPORT  
OF THE  
SECRETARY OF WELFARE

June 1, 1930  
to  
May 31, 1932

Harrisburg  
Pennsylvania

*Bulletin Number 54*

*Letter of Transmittal*

October 1, 1932

Honorable Gifford Pinchot, Governor,  
Commonwealth of Pennsylvania,  
Harrisburg, Pennsylvania.

Dear Sir:

As required by the Administrative  
Code I have the honor to submit to you herewith  
the Sixth Biennial Report of the State Depart-  
ment of Welfare.

Very truly yours,

*Alice F. Livright*

Secretary of Welfare

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# FOREWORD

Welfare work today is as different from the old fashioned board of charity as is an automobile from a horse and carriage. The horse and carriage had its charms, but the automobile is better adapted to modern life.

In the past we doled out alms to the poor, cruelly punished our criminals, abused our lunatics. Today in a more scientific spirit we try to find out why one man steals, another starves and another goes insane. And we try to prevent it. Or if it is too late to prevent, we still try to discover causes and to cure individuals.

Pennsylvania ranks with our most progressive states in recognition of social responsibilities. It has repeatedly endorsed the prevention methods of its Welfare Department. In recent years it has taken over broader services such as the Orthopaedic Unit and the Council for the Blind. These units seek to prevent children from being crippled and losing their sight. They prevent blinded and crippled men and women from becoming inmates of institutions and charges on the State.

There is a more affirmative side to the Department's work. It recognizes the family as the foundation of society. Society cannot build on the shifting sands of broken homes. The Department's basic effort is always the protection of family life. The State gave this purpose the stamp of its approval in the creation of the Mothers' Assistance Fund. This Fund enables a mother left penniless by the death or mental illness of her husband to maintain her home. It makes a small monthly allowance for each child under 16. It is cheaper for the taxpayer than putting the children in an orphanage. It is better for the child.

Prevention must be its own reward. It is impossible to audit evils prevented. A fire department cannot add up at the end of the year the total cash value of the houses which it saved from burning. On a windy night it may prevent the spreading of a fire which would burn up the entire city. But the next morning it cannot be proven.

A welfare department is as much preventive work as a fire department. The latter protects the property of the individual citizen. The Welfare Department protects the joint property of all the citizens against waste and neglect and higher taxes. It protects the standard of living of the community. This is stating the case in terms of money. There are other values involved—heartbreak prevented, human lives saved from wreckage, intangibles which cannot be measured.

# UNEMPLOYMENT EMERGENCY WORK

During the latter half of 1929 the slow tide of unemployment began to roll up throughout the industrial centers of Pennsylvania. In April, 1930, there were 3,722,428 normally employed people in Pennsylvania, with an estimated 325,492 unemployed.

By the time of the 1931 spring Legislature acute suffering had appeared in the State, especially in Philadelphia and in the soft coal counties. But the problem was regarded as temporary and adequately handled by public and private agencies on a local basis. There was little or no talk of State action. Summer advanced giving no signs of industrial recovery with a seasonal decrease in unemployment and applications for relief. In many parts of the State conditions were increasingly grave. Public and private agencies could no longer handle them.

In July, 1931, Governor Pinchot created a small committee. It rapidly collected and analyzed material already available in various State departments and presented it in the "Report of the Planning Committee." This report brought to the surface startling facts hitherto either unknown or ignored. It revealed that nearly one-fourth of the whole working population of the State—approximately 919,000 people—were unemployed. It showed a tremendous increase in part time work and drastic wage reductions.

The report pointed out numerous other significant conditions. In 27 of the 67 counties, mostly coal mining regions, there was great scarcity of food; in some localities a high degree of malnutrition in children; the State Council of Education had received 55 applications from 24 counties for special aid for financially embarrassed school districts; various State-aided hospitals were burdened with an unusual amount of free care; there was a large and general increase in the population of almshouses; the Mothers' Assistance Fund was rapidly rolling up a new waiting list; the State's four penal institutions had received a thousand new inmates during the previous 18 months; private family welfare organizations reported unprecedented demands for relief; poor relief from public funds had thinned down to the danger point in many communities.

The Department of Welfare during the first half of 1931 had been conscious of an increased burden of work in all fields of service. But it had shared the opinion of the business world that the emergency was temporary and could be met through local resources. In September, with the findings of the Planning Committee before it and with the addition to the staff of an Assistant Deputy, the Department

assumed the responsibility of testing out this opinion and participating actively in State planning. Daily reports of mounting local needs and inability of the communities to meet them became increasingly alarming.

### THE TALBOT BILL

On November 24, 1931, Governor Pinchot called a Special Session of the Legislature. He presented the facts of State-wide need and a program for State action. Although the Legislature was in session for two months, only one relief bill, known as the Talbot Act, was passed. Declared unconstitutional on various counts by the Attorney General, it was carried to the Supreme Court, where, on April 7, 1932, its constitutionality was affirmed. The Act appropriated \$10,000,000 to be divided among the 67 counties of the State "on a ratio that the estimated number of unemployed persons in a county bears to the estimated total number of unemployed persons in the entire Commonwealth." This money was to be given directly to local Poor Boards. The one responsibility the Act placed upon the Department of Welfare was the allocation of funds. It should be noted that for the first time in Pennsylvania history State money was appropriated with no provision for State supervision of its expenditure.

The bill was accompanied by no revenue measure. The Supreme Court decision accorded it the status of a preferred appropriation next to the ordinary expenses of government. All non-preferred appropriations, including the Mothers' Assistance Fund and State aid to hospitals and other institutions, were abated 24.16 per cent for the remainder of the biennium.\*

### FACT-FINDING

During the fall and spring previous to the passage of the Talbot Bill the Department carried on its plan of fact-finding and community organization. It was aided by the American Red Cross and local chapters, the Family Welfare Association of America, the Public Charities Association, the Children's Aid Societies and various family agencies.

The fact-finding work followed two lines: (1) accumulation and analysis of material to show needs and resources for unemployment relief throughout the State; (2) an intensive study in each of the sixty-seven counties of the extent of private effort, funds available from tax levies, actual amounts collected, the millage, indebtedness of

\* A Special Session of the Legislature was held in the summer of 1932, after the period covered by this report was closed. These abatements were restored and a second Talbot Act for unemployment relief was passed. This Act appropriated \$12,000,000 for distribution by local boards under supervision of the newly organized State Emergency Relief Board. It was accompanied by a revenue measure establishing a one per cent sales tax for a six month period to secure the necessary funds.

the county in relation to its borrowing capacity, expenditures for Poor Relief, number of families aided, etc. This material was made available for the use of the Governor, the Legislature and local communities. It was analyzed and interpreted by Department staff members.

By May, 1932, 1,131,830 able-bodied workers in Pennsylvania were totally unemployed, according to the estimate of the Department of Labor and Industry. (By July this number had increased to 1,267,606, or 34.1 per cent of the State's total working population.) This meant that more than 3,000,000 people, a third of the population of the State, were without income from their wage earners. It was impossible to summarize accurately the total burden of relief throughout the State because of overlapping of public and private funds and lack of social statistics, and because in many counties regular Poor Relief is not separated from that resulting from unemployment. A conservative estimate, however, set the number of families on relief in Pennsylvania in May, 1932, at 250,000. The year 1931 showed an increase over 1930 of more than 100 per cent in the number of families aided by out-door relief in counties where complete figures were available. (See Chart 5 for increases over a ten year period.) In the single month of May, 1932, more than four times as many families received relief as in the entire year of 1930.

### NEED FOR STATE LEADERSHIP

It became increasingly evident throughout the winter of 1931-1932 that Pennsylvania was poorly equipped with social machinery to meet the crisis. In normal years the Poor Boards of the State have spent something less than \$2,000,000 annually on out-door (family) relief. They have always been inadequately supplied with funds and staff workers. Of the 67 counties in the State, only five have had community chests county-wide in their scope. The 27 family welfare societies of the State are grouped in only eighteen counties. This leaves 49 counties entirely without skilled family service. The family agencies, sharing the popular belief that the emergency was temporary, used various expedients to meet the need. Without exception they were swamped by applications for help. They ran up large deficits before they realized that the problem was far too heavy to be met by private funds.

The Department recognized that representative citizens must be urged to face the needs and assume the responsibility for coordinating each county's public and private relief efforts. The inevitable and rapid trend toward placing the overwhelming financial burden on public funds called for new and effective leadership in that field.

The complexity of the situation was increased by the uneven

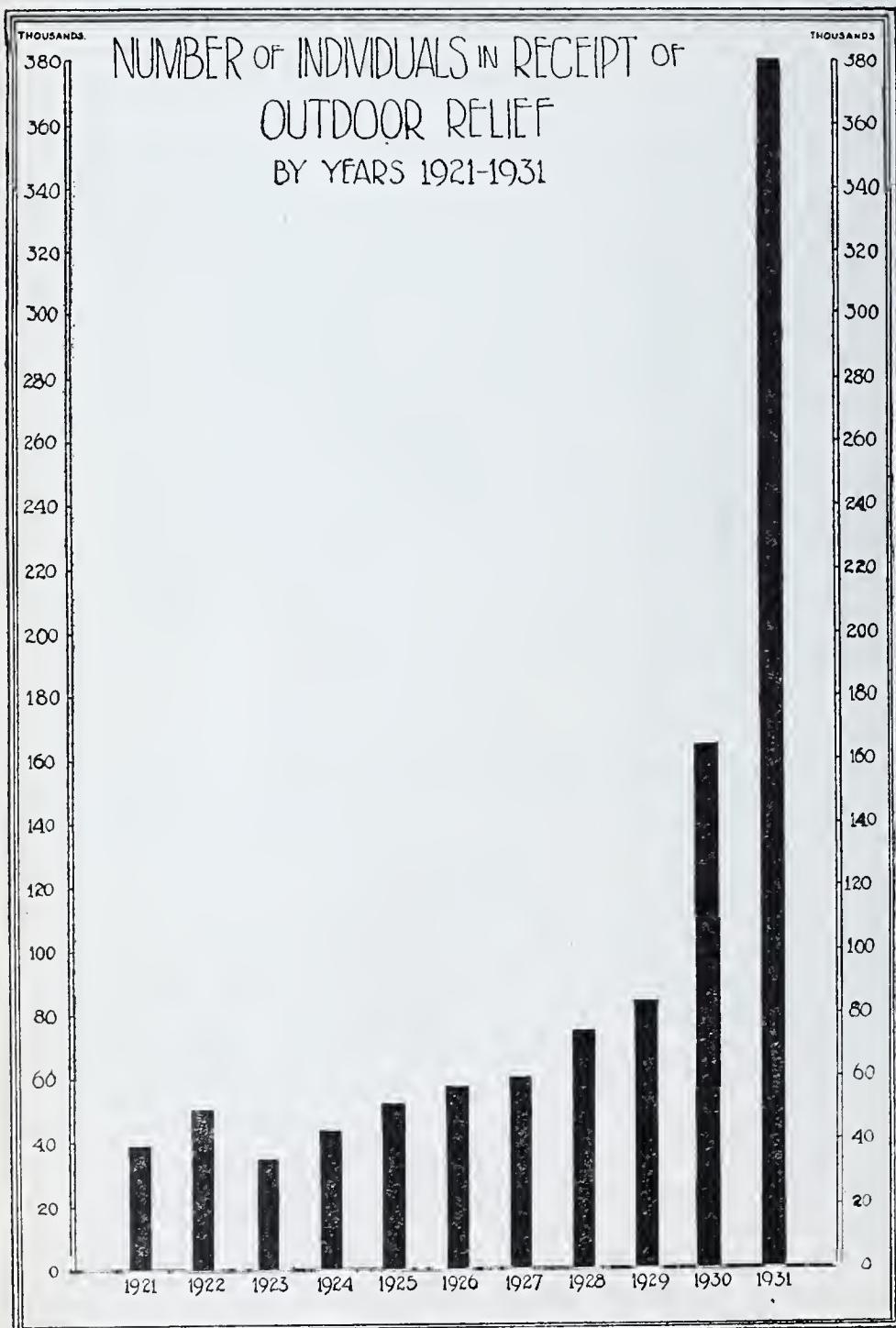


CHART 5

aspect of distress throughout the State. The rural counties were not alarmed about their problems. Philadelphia had been in distress for months. Allegheny County and some other centers still had a considerable amount of untapped resources in the way of public funds, partly because the crisis had struck them later than Philadelphia. The soft coal counties, on the other hand, had been steadily declining in employment for the past seven years, and felt the acute new need to an extreme degree.

Throughout the year staff members of the Department conferred with and spoke before representatives of Poor Boards, private unemployment relief associations and representative citizens. They called attention to the needs of the various localities as revealed by the Department's studies. Field trips were made into counties struggling with special organization problems. The Governor's office and the Department received hundreds of letters of appeal from individuals. These were referred for action to local agencies. Whenever these letters indicated a community as well as an individual need, they were brought to the attention of whatever group was working in that locality. All over the State there sprang up hundreds of poorly organized little groups with limited resources and little knowledge of modern social methods in relief administration. Constant efforts were made to tie these small relief groups into general county plans and to instill into them the principles of family care adopted by the best agencies.

### NOTES ON RELIEF TRENDS

Certain general trends in local relief giving caused grave concern. The scientific knowledge of nutrition developed during the last 25 years shows beyond question that certain food elements must be present in the diet of children for health and growth. These findings have not reached the population at large. In the widespread giving of baskets and in some of the commissaries that sprang up all over the State, economy in expenditures overruled consideration of adequate food values. Milk for young children was not provided in many communities.

With the allocation to the Poor Boards of the funds from the Talbot Bill in April, 1932, many readjustments occurred. In most communities the Poor Boards recognized that three officials could not possibly investigate and check up on the thousands of applications for relief. They designated private organizations in the county to act as their agents in the expenditure of this fund.

Since there was no guarantee of further State funds, and local funds were well-nigh exhausted, grants from the Talbot money were usually made on an extremely low level. In 30 counties the usual

grants of \$3.00 a week and lower made adequate food budgets impossible. In the remaining counties the food grant ran from \$3.00 to \$5.00 a week per family. It should be remembered that the grants given covered food only.

### RECOMMENDATIONS

Thousands of the unemployed will probably never be absorbed into industry again. One of the most urgent problems is that of organized provision for the aged, who have so long shamed our civilization by their presence in numbers in breadlines and almshouses all over the State.

In any State program for relief and reconstruction four basic principles are important: (1) Expenditures of State money must be under State supervision by experienced workers; (2) Trained workers should be provided in counties lacking such local service; (3) Leadership by responsible citizens in every county is essential for effective coordination of public and private resources; (4) A long range program of social administration and economy in public relief is needed. It should include the setting up of county welfare boards.

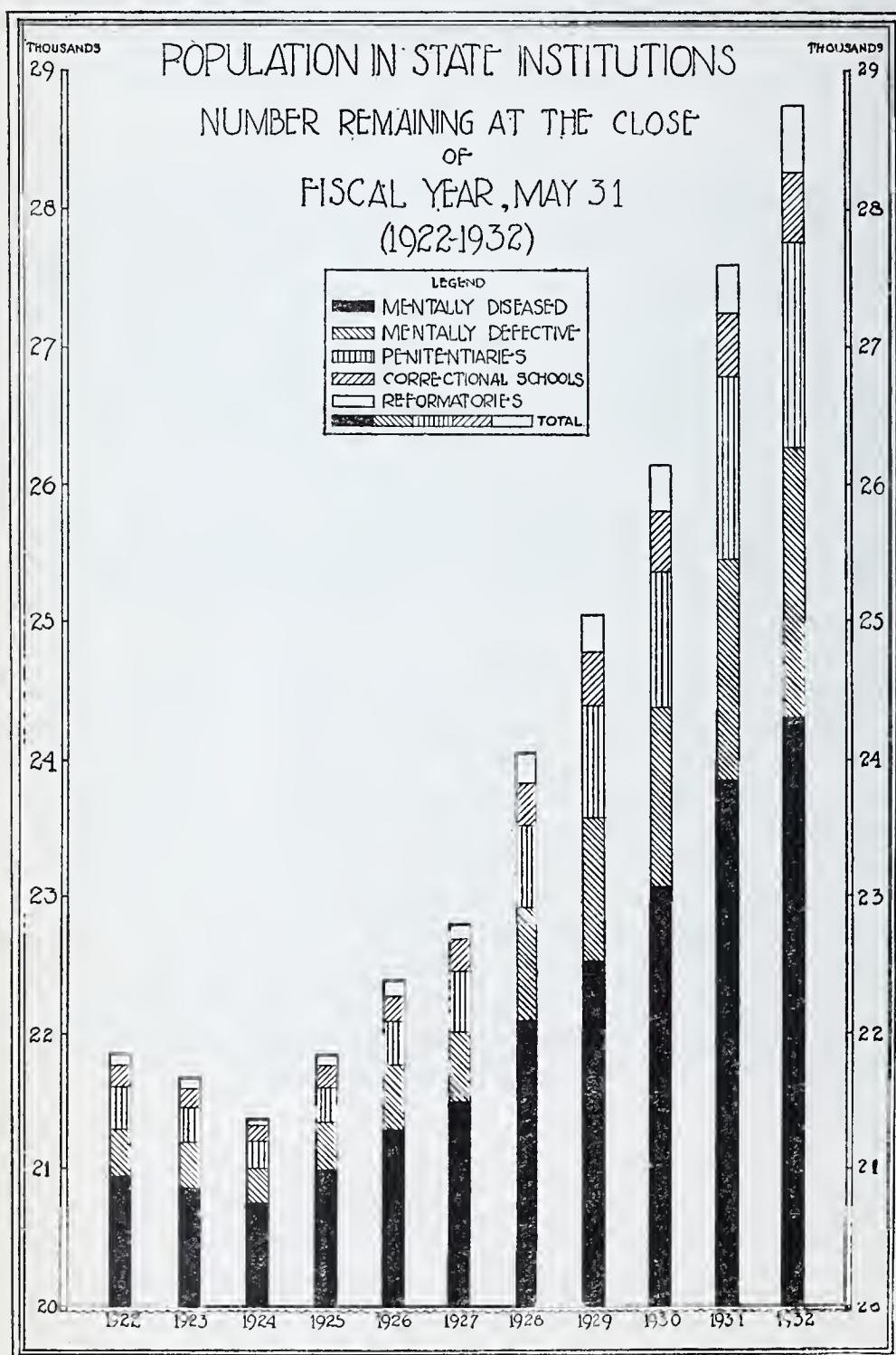
## STATE WELFARE COMMISSION

The State Welfare Commission is composed of men and women of Statewide and national reputation in welfare activities. Their cooperation serves as a balance wheel. The Commission brings in the fresh air of the outside world. By virtue of its detachment it achieves a perspective not possible to those who work together day after day on the same job.

Members of the Commission give freely of their time in spite of heavy responsibilities in their own specialized fields. They have recently met monthly in response to the emergency problems rising out of the depression.

Some of the subjects which they have considered are: a state program for penal institutions; a plan for volunteer research work by graduate students, covering statistical studies of institutions and inmates; a monthly bulletin on the Department's work and related welfare subjects addressed to a growing audience in Pennsylvania and other states; regulations for children's agencies receiving State aid; changes in building plans necessitated by cuts in appropriations for State institutions; special studies; maintenance of welfare standards during a depression; use of State funds for relief, as introduced for the first time in Pennsylvania by passage of the Talbot Bill.

Development of the Commission's share in Department planning is anticipated, with the possibility that each member of the Commission may be chosen to assist a particular Bureau.



# BUREAU OF ACCOUNTING

The Bureau of Accounting was established in June, 1932. Its purpose is to coordinate under the direction of a Comptroller the accounting activities of the Department, its boards and divisions.

The new Bureau accounts for expenditures of State institutions. It supervises accounting activities within these institutions. It is directly responsible for expenditures from the Prison Manufacturing Fund and for cost accounting in the Prison Labor Division, which does a yearly business of nearly a million dollars.

## WHERE THE DEPARTMENT DOLLARS GO

The Legislative Session of 1931 appropriated the sum of \$48,897,772 for welfare purposes. Of this \$10,258,010 was earmarked for construction. This expenditure is accounted for by the Department of Property and Supplies. The Bureau of Accounting is responsible for the disbursement of the balance, \$38,389,762.

Chart 2 (insert) indicates how the Welfare dollar is apportioned. The chart shows the striking fact that only 1.3 cents out of every dollar appropriated at the Session of 1931 for welfare purposes was budgeted for the administration of the Department, Council for the Blind, Alcohol Permit Board and Orthopaedic Unit. In fact less than one cent out of every dollar went to the Department proper.

The shaded parts in the chart indicate the effects of the economy program adopted by the General Assembly at the Special Session of 1932. Tables A and B show this in greater detail.

Chart 2 does not include the \$10,000,000 for unemployment relief under the Talbot Act, Special Session of 1931. This was separate from the regular biennial budget, and the Department merely requisitioned amounts to be distributed to the political subdivisions.

Financial accounting in State institutions has been a source of unfavorable criticism for a decade, necessitating numerous changes in accounting methods and systems. In 1922 and 1923 uniform cost accounting was introduced. It was revised in 1927. In 1929 further changes were made. The budget system was inaugurated in 1923. Creation of the Department of Revenue in 1929 radically affected institution finances. Naturally many accountants had difficulty in adjusting themselves to constantly changing methods and procedures.

Early in the summer of 1931 it was decided that accounting for expenditures of State institutions could be done in the Department satisfactorily and at a relatively low cost.

**REDUCTION IN APPROPRIATIONS FOR THE  
DEPARTMENT, ITS BOARDS AND INSTITUTIONS  
SPECIAL SESSION 1932**

	Appropriated Session 1931	Reduction Special Session 1932	Net Appropriation 1931-'33
<b>Grand Total .....</b>	<b>\$38,639,762</b>	<b>\$2,039,002</b>	<b>\$36,600,760</b>
DEPARTMENT—Sub-Total .....	4,755,938	45,000	4,710,938
Secretary .....	20,000		20,000
Salaries & General Expenses .....	440,000	15,000	425,000
Council for Blind & Alcohol Permit .....	120,000	30,000	90,000
Orthopaedic Unit .....	60,000		60,000
Mothers' Assistance Fund .....	4,115,938		4,115,938
<b>PENAL &amp; CORRECTIONAL INSTITUTIONS—</b>			
Sub-Total .....	6,703,000	577,000	6,126,000
Pennsylvania Industrial School .....	1,202,000	138,000	1,064,000
Pennsylvania Training School .....	760,000	47,000	713,000
State Industrial Home for Women .....	288,000	20,000	268,000
Eastern State Penitentiary .....	2,238,000	152,000	2,086,000
Western State Penitentiary, Pittsburgh .....	1,215,000	100,000	1,115,000
Western State Penitentiary, Rockview .....	1,000,000	120,000	880,000
<b>MENTAL HOSPITALS—Sub-Total .....</b>			
Allentown State Hospital .....	8,871,500	593,500	8,278,000
Danville State Hospital .....	1,100,000	10,000	1,090,000
Farview State Hospital .....	1,355,000	145,000	1,210,000
Harrisburg State Hospital .....	506,000	40,000	466,000
Norristown State Hospital .....	1,186,000	136,000	1,050,000
Torrance State Hospital .....	1,887,500	34,500	1,853,000
Warren State Hospital .....	708,000	88,000	620,000
Wernersville State Hospital .....	1,355,000	100,000	1,255,000
	794,000	40,000	754,000
<b>SCHOOLS FOR MENTAL DEFECTIVES AND EPILEPTICS—Sub-Total .....</b>			
Laurelton State Village .....	3,510,000	480,000	3,030,000
Pennhurst State School .....	600,000	100,000	500,000
Polk State School .....	1,000,000	100,000	900,000
Sellinsgrove State Colony for Epileptics .....	1,480,000	250,000	1,230,000
	430,000	80,000	400,000
<b>MEDICAL AND SURGICAL HOSPITALS—Sub-Total .....</b>			
Special Maintenance .....	2,922,500	252,000	2,670,500
Ashland State Hospital .....	250,000	200,000	50,000
Blossburg State Hospital .....	482,500	30,000	452,500
Coaldale State Hospital .....	190,000		190,000
Connellsville State Hospital .....	225,000		225,000
Hazleton State Hospital .....	175,000	10,000	165,000
Locust Mountain State Hospital .....	315,000		315,000
Nanticoke State Hospital .....	180,000		180,000
Philipsburg State Hospital .....	270,000		270,000
Scranton State Hospital .....	185,000		185,000
Shamokin State Hospital .....	430,000	5,000	425,000
	220,000	7,000	213,000
State-aided Hospitals .....	7,151,500		7,151,500
State-aided Homes .....	634,700		634,700
Care of Indigent Insane in County Hospitals .....	2,647,622		2,647,622
State Aid to Special Institutions .....	1,443,002	91,502	1,351,500

**Table A**

The new system was started in August, 1931, for the fiscal year beginning with June, 1931. Electric tabulating machines are used. Cards are electrically punched to record every item of expense as well as every item covered by a purchase order or other commitment. It can readily be determined how the management of an institution is operating in relation to its budget. Results obtained during the first

**APPROPRIATIONS FOR CONSTRUCTION, MAJOR REPAIRS, IMPROVEMENTS AND LAND AT STATE INSTITUTIONS**  
*(Amounts Appropriated to Department of Property and Supplies)*  
**Session of 1931**  
**AND REDUCTIONS—SPECIAL SESSION OF 1932**

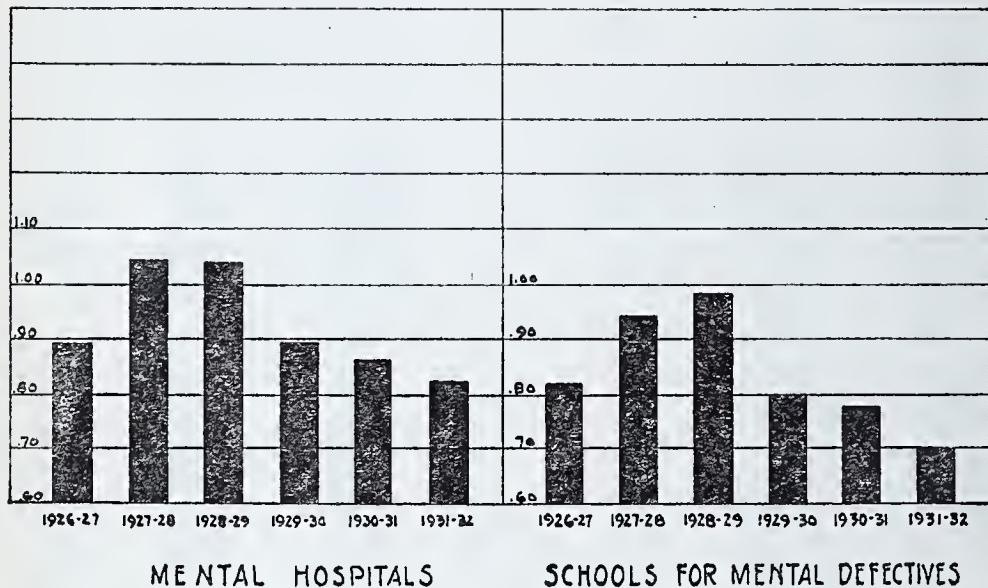
Institution	Appropriated Session of 1931	Reductions Special Session 1932	Net Amount to be Expended
<b>Grand Total</b>	<b>\$10,248,010</b>	<b>\$4,592,000</b>	<b>\$5,656,010</b>
<b>PENAL AND CORRECTIONAL INSTITUTIONS</b>			
Total	4,327,000	1,709,000	2,618,000
Eastern State Penitentiary (Graterford)	3,000,000	1,000,000	2,000,000
Western State Penitentiary, Pittsburgh	138,000	78,000	60,000
Western State Penitentiary, Rockview	358,000	190,000	168,000
Pennsylvania Industrial School	391,000	191,000	200,000
Pennsylvania Training School	270,000	230,000	40,000
State Industrial Home for Women	170,000	20,000	150,000
<b>MENTAL HOSPITALS</b>			
Total	3,386,400	1,233,000	2,153,400
Allentown State Hospital	311,900	111,000	200,900
Land	32,500		32,500
Danville State Hospital	480,000	170,000	310,000
Land	5,000	5,000	
Farview State Hospital	467,500	70,000	397,500
Harrisburg State Hospital	402,000	187,000	215,000
Norristown State Hospital	582,500		582,500
Torrance State Hospital	515,000	460,000	55,000
Warren State Hospital	290,000	160,000	130,000
Wernergrille State Hospital	300,000	70,000	230,000
<b>SCHOOLS FOR MENTAL DEFECTIVES AND EPILEPTICS</b>			
Total	2,294,500	1,650,000	644,500
Pennhurst State School	688,000	530,000	158,000
Polk State School	453,500	50,000	403,500
Laurelton State Village	413,000	390,000	23,000
Selinsgrove State Colony for Epileptics	740,000	680,000	60,000
<b>MEDICAL AND SURGICAL HOSPITALS</b>			
Total	240,110		240,110
Blossburg State Hospital	100,000		100,000
Phillipsburg State Hospital	140,000		140,000
Shamokin State Hospital (Land)	110		110

Table B

year were gratifying. Institutions have been relieved of considerable work not only in accounting for expenditures but also in making burdensome reports. Prompt monthly reports are now made by the Department to each of the twenty-eight institutions.

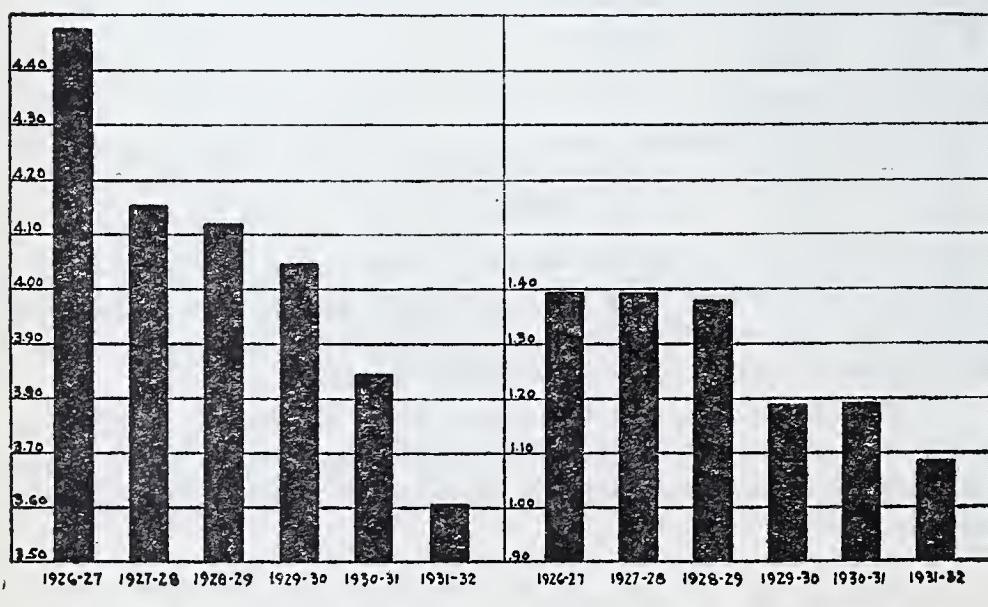
That supervision of expenditures of State institutions is becoming each year a greater responsibility is revealed by Chart 3, which shows the sharp increases in population in all classes of institutions within the last ten years.

**CHART 6 COMPARATIVE COSTS OF OPERATING  
STATE INSTITUTIONS ON A PER CAPITA PER DIEM BASIS  
1926 — 1932**



MENTAL HOSPITALS

SCHOOLS FOR MENTAL DEFECTIVES



MEDICAL &amp; SURGICAL HOSPITALS

PENAL &amp; CORRECTIONAL INSTITUTIONS

## ECONOMY IN EXPENDITURES IN STATE INSTITUTIONS

State institutions were privileged to spend \$10,519,069 during the first year of the biennium of 1931-'33; they actually expended only \$9,634,534, leaving a saving of \$884,535. This saving resulted from unexpectedly low commodity prices and from economical management.

For the second year of the biennium the institutions accepted the challenge to operate on a per capita cost no greater than that of the first year. All told, at the Governor's direction, savings amounting to no less than \$1,905,000 have been made by the State institutions for the biennium of 1931-'33. This was substantially the amount of the reductions in maintenance appropriations for these institutions made by the General Assembly in the Steedle Economy Bill at the Special Session. (See Table A.)

Comparison of operating costs in State institutions with similar costs in neighboring States demonstrates the economy of Pennsylvania institutions. Yet low costs have not been attained through neglect of plants and equipment. Pennsylvania State institutions are maintained in excellent repair.

Chart 6 shows the decrease in costs of State institutions. A detailed analysis of maintenance cost will be found in Table C.

## PERSONNEL

A member of the Bureau staff supervises institutional personnel. A staff of experienced employes helps to maintain low per capita costs for an institution. It is expensive to train a new employe. He wastes his own and his fellow employes' time while learning his job and is apt to waste supplies and materials. The personnel turnover in eight of the 28 institutions for 1931-'32 was less than 14%, while 15 showed a turnover of 25% or less.

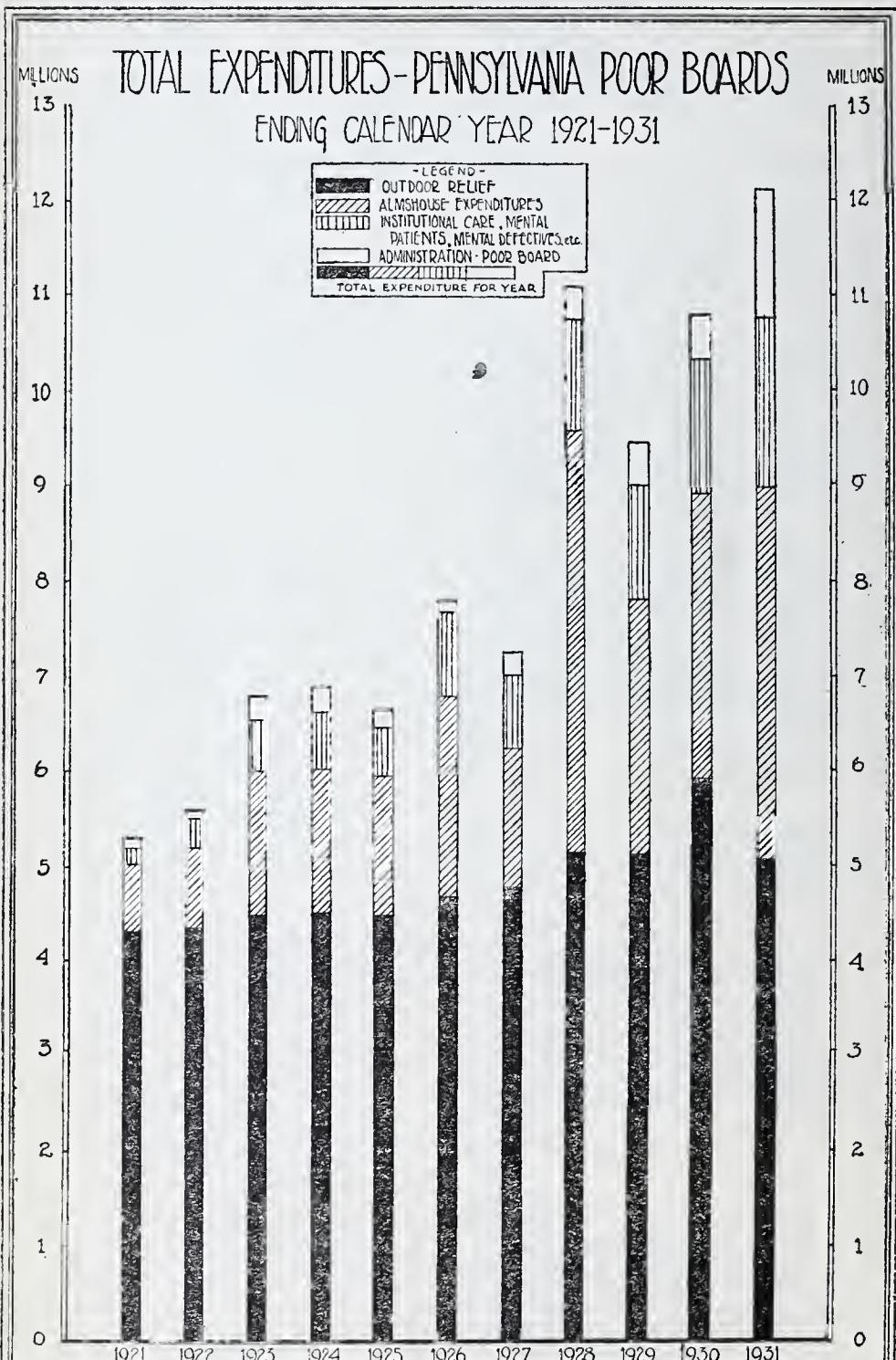
Further economies through reducing the number of employes are impracticable. The ratio of employees to patients and inmates has been fairly constant for some years. State hospitals have not yet attained standards of staff adequacy generally recognized as the minimum for good medical and nursing care. Ratios of one physician to 150 mental patients and one nurse or attendant to eight patients are accepted as minimum standards. A small institution would require a relatively larger staff. For the State hospitals the ratio is one physician to 200 patients and one nurse or attendant to 9.4 patients.

In general the personnel of the State institutions is inadequate. Certainly no institution has too many employees. Institutional employes generally work from eight to twelve hours a day. Nurses and attendants average at least ten hours. Long days are necessary because limited appropriations have never permitted employment of sufficient numbers.

STATEMENT OF COSTS OF OPERATING STATE-OWNED INSTITUTIONS  
JUNE 1, 1930—MAY 31, 1932

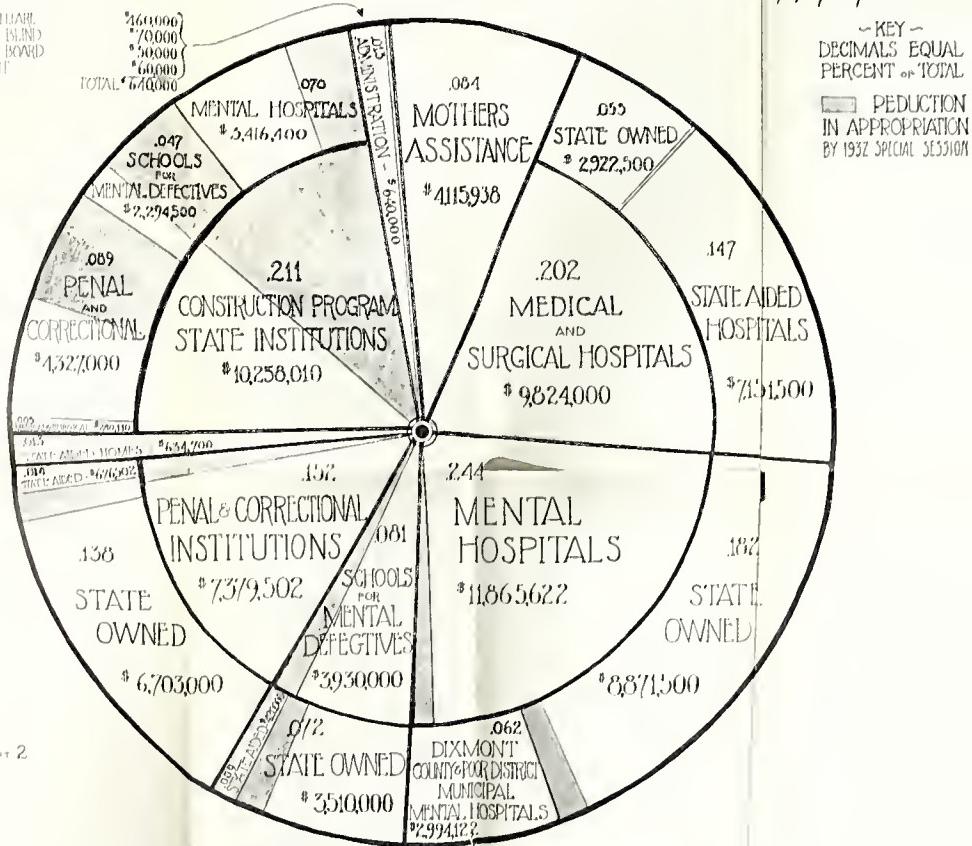
DIEFFECTIVES & EPILEPTICS						
Total & Average -----	1,153,215.36	.6779	223,150.87	.1312	1,376,366.23	.8091
Pennhurst State School	100,911.02	.2160	425,386.66	.9105	342,812.82	.6472
Polk State School -----	83,210.82	.0873	649,575.12	.6815	620,029.32	.6263
Laurelton State Village -----	198,401.72	.8726	222,544.99	.9788	180,193.68	.7478
Gehringrove State Colony -----	63,973.70	1.1977	14,885.76	.2787	78,859.46	1.4764
MEDICAL & SURGICAL						
Total & Average -----	1,276,059.16	3.8873		1,276,059.16	3.8373	1,228,538.66
Ashland State Hospital	238,058.64	3.6702	238,058.64	3.6702	220,534.61	3.5643
Blossburg State Hospital	85,116.95	4.3436	86,116.95	4.3436	87,547.53	3.8842
Ovaldale State Hospital	103,591.60	4.0102	103,591.60	4.0102	100,488.98	4.2418
Connellsville State Hospital	90,493.10	5.4288	90,493.10	5.4288	81,150.38	5.7895
Hazleton State Hospital	152,925.82	3.5379	152,925.82	3.5379	148,435.87	3.9892
Locust Mt. State Hospital	78,273.43	7.0808	78,273.43	7.0808	67,706.95	3.2535
Nanticoke State Hospital	130,723.89	3.7301	130,723.89	3.7301	129,356.84	5.9460
Philipsburg State Hospital	89,257.66	3.1421	89,257.66	3.1421	86,376.25	3.3061
Scranton State Hospital	105,385.68	3.2728	105,385.68	3.2728	109,864.32	2.6156
Shamokin State Hospital -----	110,612.59	3.9872	110,612.59	3.9872	107,276.93	3.2238
						-----
						107,276.93
						3.6542

Table C



1931-1933 APPROPRIATIONS \$48,897,772

DEPARTMENT OF WELFARE,  
COUNCIL FOR THE BLIND,  
ALCOHOL PERMIT BOARD,  
ORTHOPEDIC UNIT



# WHERE THE WELFARE DOLLARS GO



# BUREAU OF ASSISTANCE

The real distress caused by unemployment is profoundly felt in the Bureau of Assistance. In addition to supervising 161 State-aided Hospitals, 22 Homes for the Aged, and 88 Almshouses, the Bureau administers public poor relief. Demands for relief have surpassed all previous experience. Private agency funds are exhausted. Public poor relief officials are using special State funds to provide food, clothing, fuel and shelter to their unemployed. Many Directors of the Poor now use trained welfare workers to help them handle the avalanche of appeals for help pouring in. A graphic portrayal of public poor relief expenditures for the past ten years may be found in Chart 9.

Overcrowding of almshouses as a result of unemployment menaces many communities (see Chart 8). Whole families evicted for non-payment of rent have been placed in almshouses. Many counties have attempted to continue their policy of keeping families together in their own homes on outdoor relief. As appeals for help mount up and up, however, it is a temptation to get rid of them by putting destitute families where they will at least have food and shelter. Standards of living among the poor have suffered regrettably.

Almshouse associations are dangerous for girls and boys. Every effort has been made to assist the Directors of the Poor to make other provision for children. To prevent children from having to bear the stigma of almshouse birth, maternity cases are cared for as far as possible in hospitals rather than in county homes.

The Bureau has advised all county homes to equip themselves to care for the chronically ill in hospitals or infirmary sections under graduate nurses. All new buildings or additions make this provision. Thirty-one almshouses now have separate sections for care of the sick. They provide for at least 40 per cent of the almshouse population.

## CARE OF THE AGED

Twenty-two State-aided non-sectarian homes take care of the aged. They are well organized institutions. Admission requirements permit them to serve a relatively small number.

Many inquiries have been received about old age assistance. Unemployment has made it impossible for older men to get work. With those on whom they naturally depend also out of work many of the aged have had to go to almshouses. Under the 1931 Act licensing nursing homes, the Bureau is finding care for some who can pay for it. A list of such licensed homes is being prepared. Satisfactory references

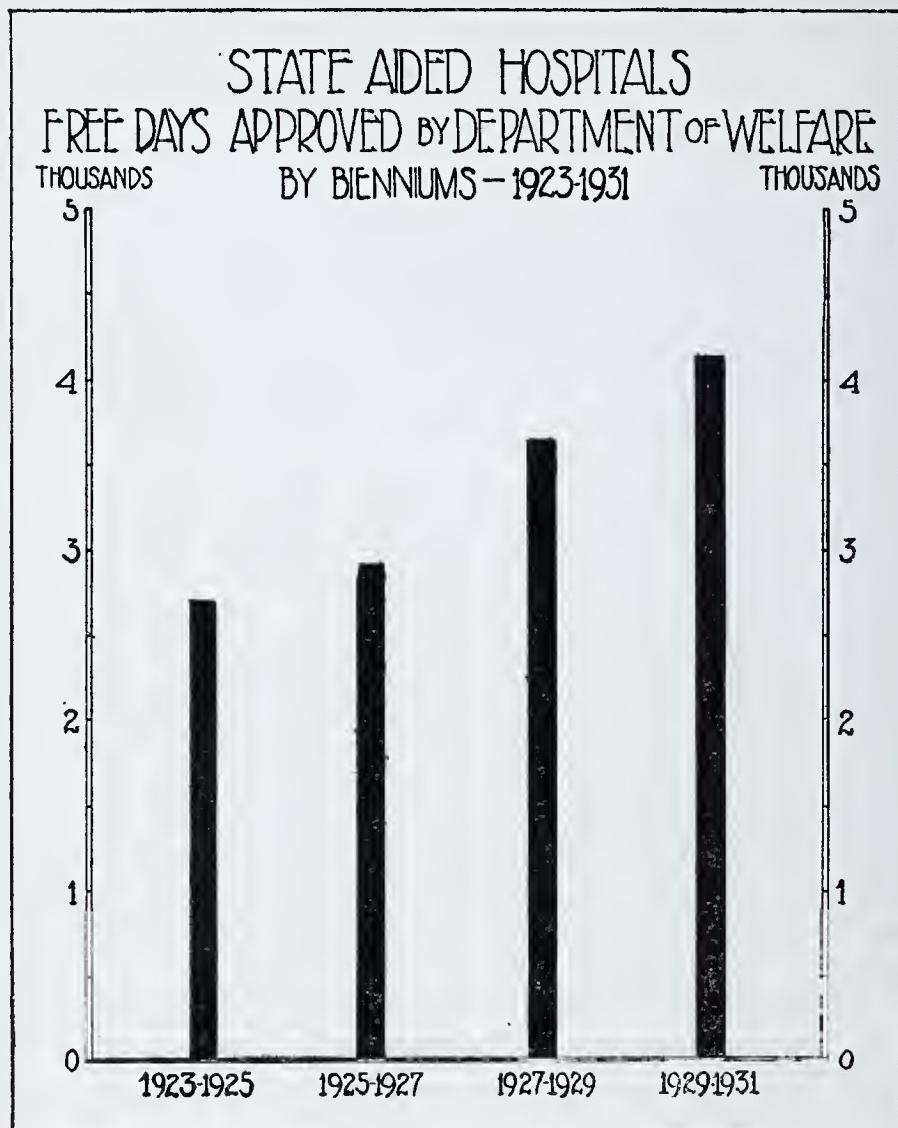


CHART 7

and careful inspection are preliminaries to securing a license. A Directory of Pennsylvania Institutions Caring for the Sick and Aged has been prepared and widely circulated by the Bureau. Copies are available.

### HOSPITALS

One hundred and sixty-one non-sectarian hospitals throughout the State received a 1931 appropriation of \$7,151,511.00. This was part payment for their free service to residents of Pennsylvania who are shown by careful inquiry to be unable to pay. Payments of State aid are based on hospital records giving detailed information as to patients' finances. Field Representatives of the Bureau, all of whom

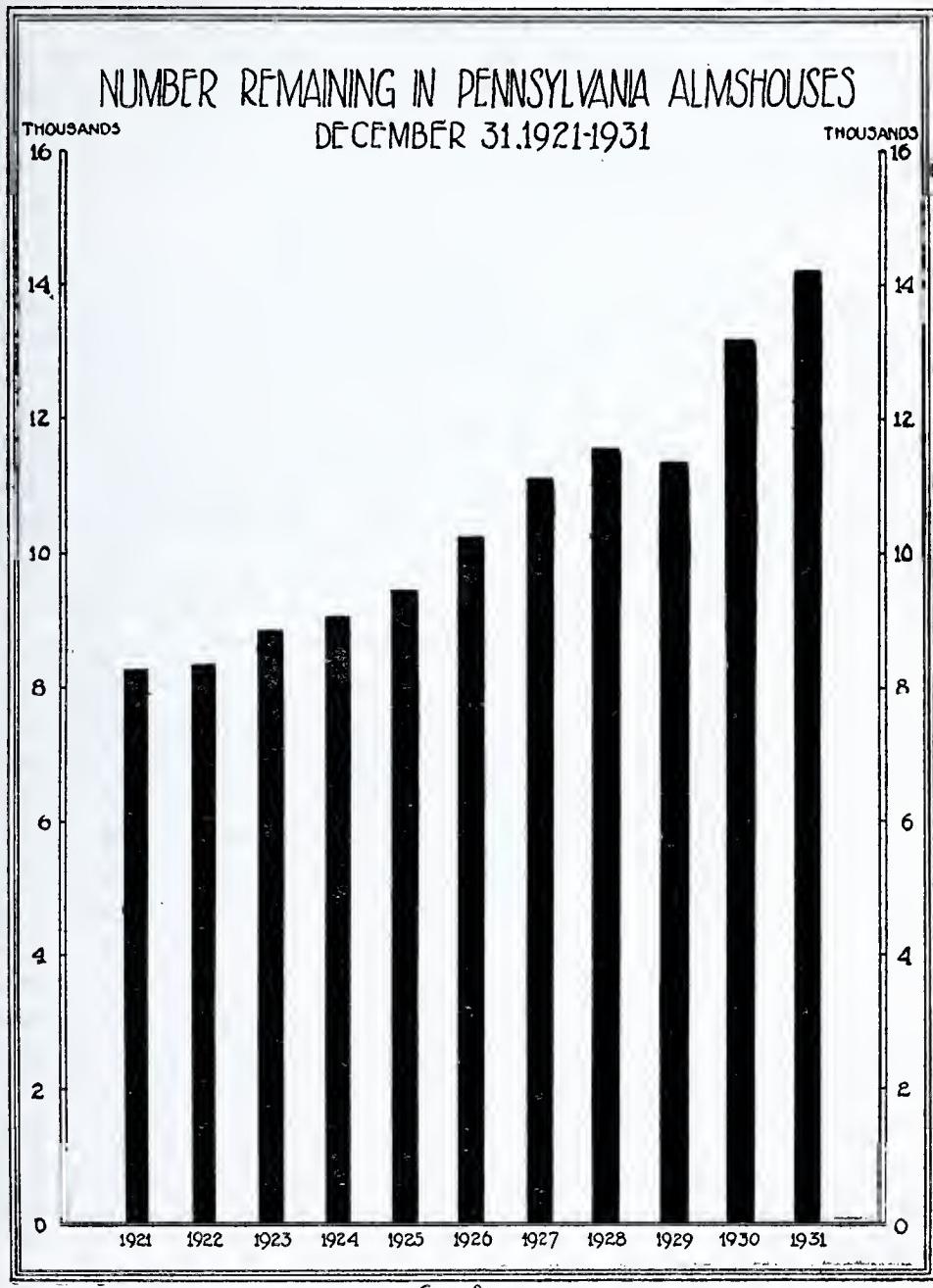


CHART 8

are experienced hospital social workers, check these records every quarter.

During the last year the amount of free service has greatly increased. Hospitals have reflected the increasing needs of the communities. The constant increase since 1923 is revealed in Chart 7. The Bureau has been called upon by the hospitals in connection with many social problems caused by unemployment.

As required by the Administrative Code the Department, through the Bureau of Assistance, has prepared minimum standards and rules and regulations for State-aided Hospitals. The Hospital Association of Pennsylvania and the Departments of Health, Labor and Industry and Public Instruction cooperated.

### SOLICITATION OF FUNDS

Charity racketeering is a highly organized and ingenious modern development. The Bureau of Assistance protects the public against such rackets under an Act Regulating the Solicitation of Funds for Charitable Purposes. So many groups claim exemption as religious bodies that it has been necessary to amend the Act. Religious organizations are now exempted only when their appeals are for religious work. Several prosecutions have served as a warning. Charity rackets are less popular than they were.

### RECOMMENDATIONS

Trained workers are needed to handle poor relief. The past two years have emphasized this need. Such workers provide better service at less cost. They secure better care of children. They prevent duplication of relief. They set dependent families back on their feet.

County Welfare Boards are highly recommended. Such Boards composed of representative citizens interested in public welfare would place Pennsylvania in line with the most progressive policy of other States.

Almshouses or County Homes should be provided with hospital facilities for the chronically ill. State-owned and State-aided hospitals are burdened with many incurable cases which could be cared for at less expense and equally well in County Homes.

Some form of old age assistance is absolutely necessary. Poor relief is not adequate. Many aged persons could be comfortably cared for in their own or relatives' homes with the aid of old assistance allowances.

# BUREAU OF CHILDREN

Modern welfare work makes it a primary purpose to prevent unnecessary breaking up of family life. The Bureau of Children finds working in each community the most effective method. The community is closest to the individual family. The Bureau undertakes to arouse local interest in children and families on the danger line. It encourages local organizations. It seeks to coordinate local activities and to prevent duplication of effort. It assists societies to adapt policies to present needs.

The welfare of nearly 50,000 children is under supervision of the Bureau. Of these 10 per cent are maintained in their own homes. County policies as to placing children vary widely. One county can afford only \$3.25 a week for family relief for all sizes of families. But it is paying several thousand dollars a month for its children in institutions at the rate of \$4.25 per week for every child. This is a dollar a week more for a child taken out of his home than it is willing to spend on an entire family.

As supervisor of this army of small boys and girls deprived of their own homes the Bureau deals with very human and sometimes sinister situations. "Bootlegging babies" has been a recent problem. At present anyone may place babies for adoption. Some volunteers have done valuable work. Others lack all standards of responsibility for the foster parents and for the normality of the infants placed. They have done great harm. There should be a central authority to control this large traffic in babies.

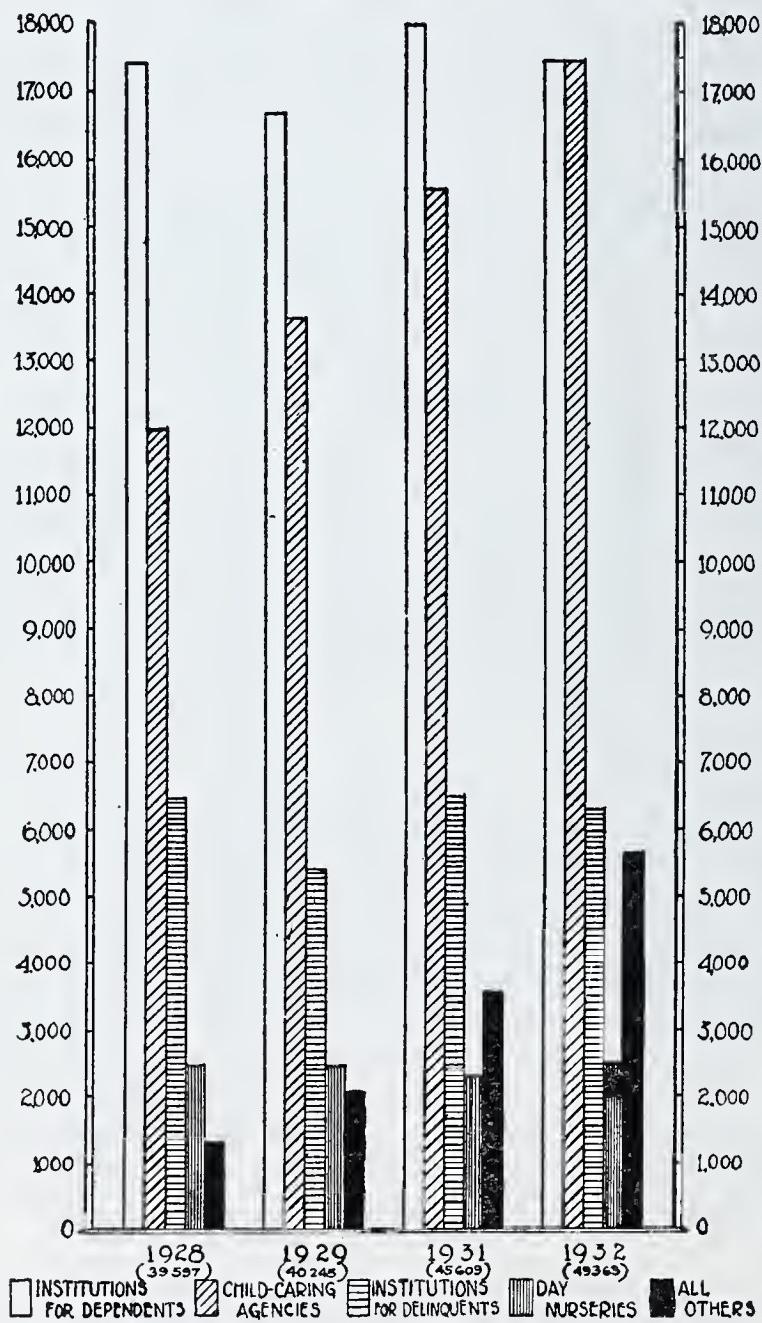
The population census taken May 31, 1932 (See Table D) showed 49,522 children in the care of 459 child caring institutions and agencies (See Chart 10). This increase of 20 per cent in four years is probably due to the economic crisis. Institutions are unable to discharge older children who normally would become self-supporting.

As required by the Administrative Code the Bureau supervises maternity homes and hospitals, day nurseries, and all institutions and agencies, both public and private, which care for children away from their own families or which place them out in foster homes. The Bureau undertakes to establish a minimum level of care below which no agency or institution shall fall.

The Bureau is also in charge of the licensing of infant boarding homes.

Out of these services the Bureau has developed an advisory service. It is frequently consulted by agencies having to do with children, including juvenile court judges, managers of children's homes and other

**CENSUS REPORT**  
**CHILD-CARING INSTITUTIONS & AGENCIES**  
**YEAR ENDING MAY 31<sup>st</sup>.**



individuals. It conducts regional conferences, summer institutes for institutional workers, institutes for house mothers, and correspondence about case and community problems.

### RECOMMENDATIONS

Reorganize county facilities so that it will never be necessary to place children in almshouses.

Make more definite requirements of incorporation for child welfare work. Organizations labelled "child welfare" are too easily established and incorporated. Their financial equipment and personnel are sometimes totally unsuited for work with children.

Find out more about causes. Record sheets showing the number of children under care are not enough. What caused the breakdown of the family? What sort of family was it? How much help was it given before it broke? What about the parents? Dead? In hospitals? Jails? Such information should be used to prevent similar breakdowns in the families of other children.

Organize communities to deal with their children. Urban judges report that most juvenile delinquents come from only a few city districts. This suggests the sort of community organization that might combat juvenile delinquency. Temporary training in an institution is of little value if a child must return to the conditions and associates which caused his delinquency.

**CENSUS REPORT OF CHILDREN UNDER CARE—MAY 31, 1932**

TYPE OF INSTITUTION OR AGENCY	Whereabouts of Children under Care:						
	In own institutions for Dependent Children	In other institutions for Dependent Children	In foster boarding houses	In foster free homes	In homes at wages	In homes without wages	Others In own or relatives homes with main- tenance paid by organization
Institutions for Dependents (166)	16,626	76	38	165	36	67	219
Institutions for Delinquents (22)	4,270	26	32	3	6	134	1,730
Institutions for Physically Handicapped (8)	429	1	4	—	—	—	—
Institutions for Physically Handicapped (8)	730	1,825	555	9,704	94	542	443
Child Caring Agencies (68)	2,283	3	31	2,015	187	15	81
Day Nurseries (54)	257*	—	—	—	—	—	362
Juvenile Courts (60)	—	—	—	—	—	—	—
Total	24,545	1,901	623	11,951	2,392	182	912
* In temporary detention.							

Maternity Homes (17)

	Mothers and Expectant Mothers	Other Children	Total	
			In Foster Homes Placed Directly by Directors of Poor	In Almshouses
Babies with their mothers	365	649	1308	—

Directors of the Poor (64)

	In Foster Homes Placed Directly by Directors of Poor	Total	
		In Almshouses	In Foster Homes Placed Directly by Directors of Poor
	165	544	709

**Table D**

# MOTHERS' ASSISTANCE FUND

The Mothers' Assistance Fund applies literally the words of the old song

“Be it ever so humble,  
There's no place like Home.”

Experts in relief work agree that home is the best place for children. Helping deserving mothers to keep a home for their children has proven the most economical and constructive way to provide for them. It is better for both children and mother. It is cheaper for the taxpayer.

Only mothers of good character whose husbands are dead or confined in institutions for the mentally ill are eligible for assistance. The grant is limited to \$20 a month for the first child and \$10 a month for each additional child under 16. It is further scaled down if the family has any other resources. Aid for the children is discontinued as they reach the age of 16.

Half of the sum given for aid comes from the State Treasury and half from the county. An unpaid board of seven trustees in each county administers the fund. In many counties the trustees employ trained family case workers as executive secretaries. A State-wide committee of 27 members was organized late in 1930.

The Fund has won the approval of every county where it has been tried. Two more counties, Wayne and Mifflin, have now voted to use the Fund, leaving only eight in the entire state which do not cooperate. The Commissioners of Clearfield County have dropped out for a year because county funds are exhausted. This has resulted in added distress throughout the county. One hundred and fifty-six families with a total of 478 children under 16 have suddenly lost their accustomed incomes.

## THE INCREASED APPROPRIATION

The 1931 State appropriation to the Fund was \$4,115,938. This was the amount needed to care for more than 25,000 children whose 8,000 mothers were eligible for help. It was the first time that any Legislature had made an appropriation equal to budget needs. The assumption was that other families applying during the biennium might be cared for by cancellations of grants to those no longer needing assistance. The depression, however, has materially changed the picture. During the year 3,476 families were added to the payrolls. There were only 687 cancellations of grants, making a net increase of 2,789 families receiving assistance. This sharp increase is graphically shown in Chart 11. It indicates the number of families receiving assistance since 1923.

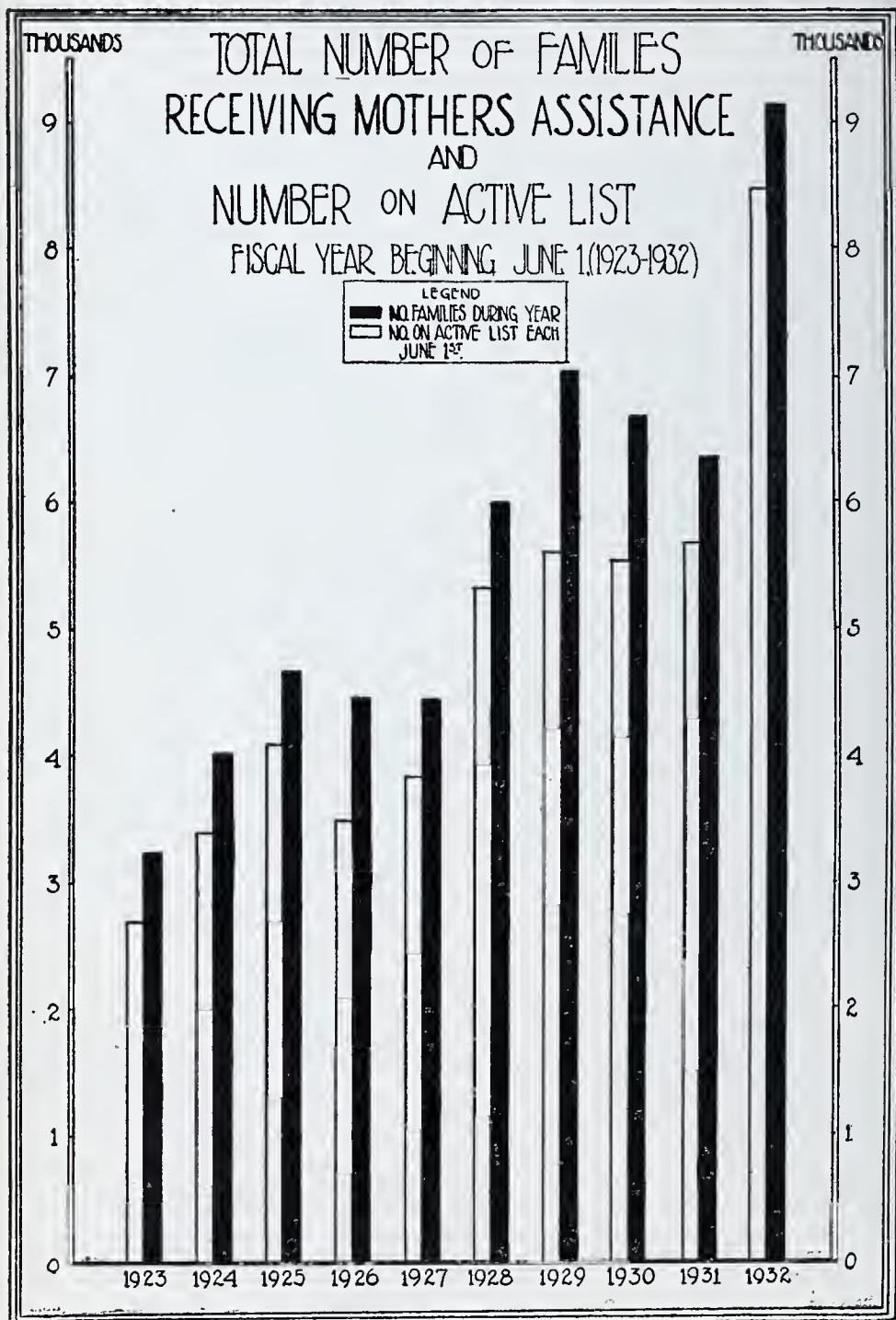


CHART II

A study of 2,400 Mothers' Assistance Fund families made in 1925 showed that this grant amounted to about 40 per cent of their total income. It was supplemented by the earnings of mothers, children over 16, and contributions of relatives, lodgers, churches, etc. Today the grant is in many families the only source of income. Applications for help have also increased out of all proportion to previous years. Many families which would normally be self supporting are forced to seek relief.

The study indicates that in 1925 the grant plus other income covered a minimum budget in about 75 per cent of the 2,400 families. It is obvious that the present income of a large majority of Mothers' Assistance Fund families fails to meet minimum needs, since in so many cases it constitutes the only income.

### DECREASED TURNOVER

The depression has almost wiped out any turnover in the monthly payrolls. Families which previously would have become self-supporting are unable to secure any sort of work either for the mother or for the children as they reach 16. Families once on the payroll have to stay there.

### INCREASE IN WAITING LIST

Families applying for aid for the first time are in a similar situation. Many are asking for help who, in normal times, would be self-supporting. This has created another waiting list. Both the active and the waiting list are inflated by families which should be classified and cared for as unemployed if only the counties could make adequate provision for unemployment.

### APPROPRIATION NEEDED

On May 31, 1932, 8,464 families were receiving aid and 2,622 families eligible under the law were on the waiting list, making a total of 11,086. An appropriation of \$5,601,468.55 will be needed to maintain the average grant given during the past year. Should a plan develop for the relief through other sources of families in need because of unemployment, these figures may be substantially reduced.

# ORTHOPAEDIC UNIT

Epidemics of infantile paralysis have terrorized parents throughout the nation. They have drawn attention in this State to the importance of the work of the Orthopaedic Unit which supervises procedure in crippled children's clinics.

It is a surprise to discover that with all the excitement and newspaper accounts about infantile paralysis, new cases in this State constituted only eight per cent of the crippled children registered by the Unit in the last year.

It is shocking to discover that rickets furnish almost the same proportion of cases, seven per cent. Yet one rarely learns about these children. Rickets are one of the indirect results of unemployment. These children do not have enough to eat, nor the right sort of food.

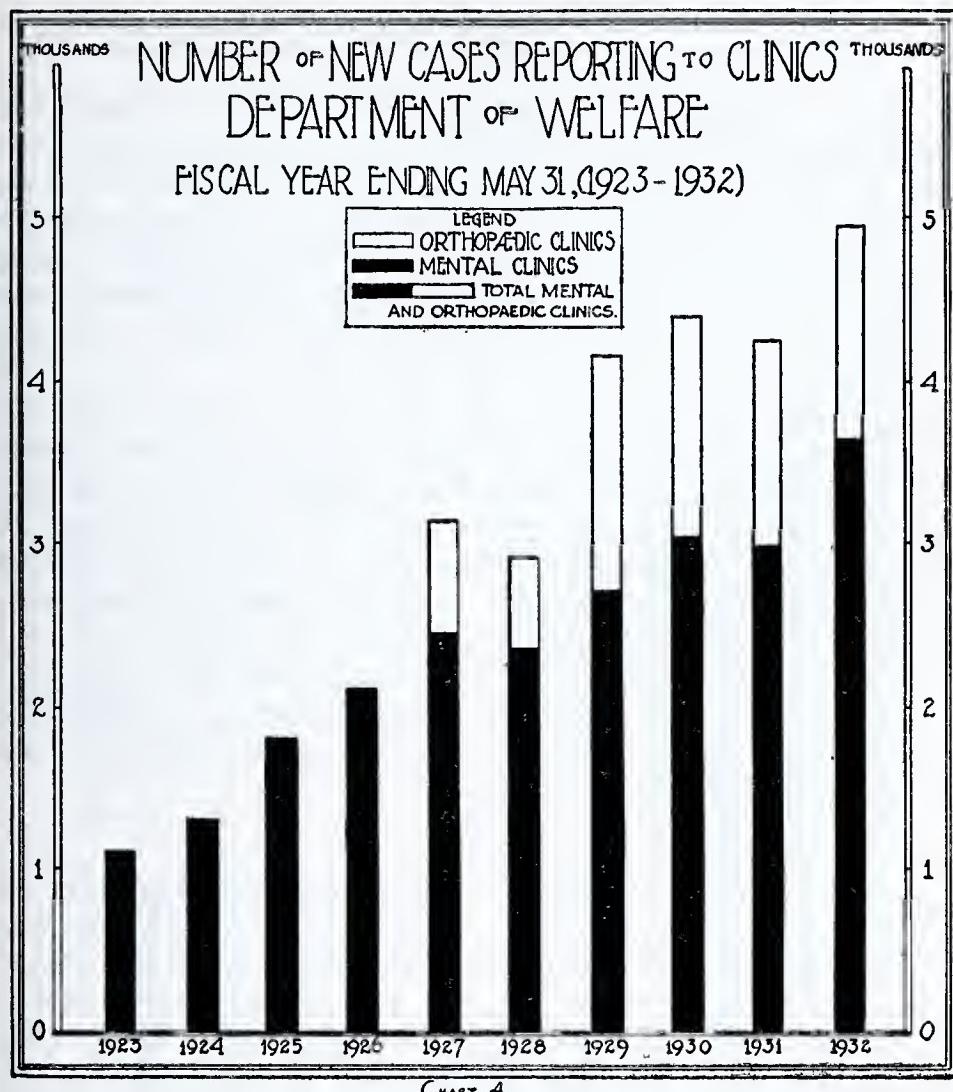
The worst effects—bow legs, knock knees, deformities, will appear increasingly for several years. Like Germany's post-war children Pennsylvania's next generation are being stunted and handicapped by the privations of this bloodless economic war.

## *Clinic Statistics for Biennium 1930-1932*

State-aided clinics held .....	113
Non-State-aided clinics held .....	85
Total clinics held .....	198
New patients examined .....	2,597
Old patients re-examined .....	7,102
Operations .....	676
Counties represented by patients .....	40

Since the Unit's establishment in 1926 over five hundred clinics have been held in State-aided centers away from congested districts. Two-thirds of these have been financed by the Unit. Eighteen county and local organizations sponsor the work. Over 6,000 new patients have been examined in these clinics, over 13,000 re-examinations made, and approximately 1,000 X-rays taken. More than 1,400 operations have been performed, 1,000 casts and hundreds of braces applied or readjusted, and hundreds of shoe corrections made. (See Chart 4 for graphic portrayal of attendance at clinics.)

This work is so widely scattered that clinics are the only means of covering the field. Private agencies could not possibly carry without assistance the volume of work done in the eighteen State-aided centers alone. Applications for State aid must be made by a responsible



local group. They must show a definite need and must agree to meet the Unit's standards.

The clinics are only one division of the Unit's work. Many crippled children need convalescent care, long time institutional care, educational and vocational training. The Unit inspects 8 institutions having a population of 461 crippled children.

#### RECOMMENDATIONS

Provide orthopaedic, medical, and mental examinations and corrections of all crippled patients before discharge.

Develop facilities for convalescent care in hospitals and homes.

Organize vocational training for crippled children between the ages of 14 and 21.

Make adequate provision for cripples, including spastic paralysis patients with normal mentality and for incurables under 21.

# BUREAU OF MENTAL HEALTH

The parole system developed by the Bureau of Mental Health has saved the State \$1,200,000 in direct cash expense in the last two years. Parole for the mentally ill is a comparatively new departure. It is an outgrowth of the mental hygiene movement which has transformed the hopeless old lunatic asylum of former years into the cheerful mental hospital of today. The changed attitude of the public, of doctors and attendants and of the patients themselves makes it possible to parole a larger number each year.

The various hospitals and the schools for mental defectives show a marked variation in the numbers paroled. This is due in part at least to the quality of the social service work in each institution. Chart 13 shows the increase over a period of ten years. Last year there were, as the chart shows, 1,767 on parole. This year 1,957. The average cost to the State for inmates of mental hospitals is \$300 per year each. Thus 3,724 paroles means a saving of about \$1,200,000.00.

In addition to this out of pocket expense saved, more intangible values are involved. Many of those paroled in addition to supporting themselves are able later on to support others. Instead of a debit they become a credit to the State.

## CLINICS

Prevention of mental illness by work among school children is the Bureau's most constructive work. It has been difficult to keep pace with the demand for service in the establishment of mental clinics. Fourteen clinic centers, of 10 years ago, have increased to 66 usually held once a month. Occasional clinics bring the total to 75. (See Chart 4, page 33.) Five new clinics were established during the biennium.

Table E indicates the value of the clinic in preventive work. It shows the large number of school children consulting the clinic. It shows the many sources which refer children to the clinic. It indicates that the public increasingly appreciates and uses the service. Mental clinics are not expensive to maintain. They pay for themselves many times over in savings to the taxpayer. It is usually the neglected mental defective who gets into trouble and has to be sent to an institution. Recognized in time, it is not a difficult matter to train him. The mental clinic prevents many problem children from becoming inmates of institutions. It prevents adolescent boys and girls from turning out delinquents and candidates for reformatories.

Inmates of mental hospitals cost the State \$300.00 a year each.

Inmates of reformatories cost the State \$445.00 a year each.

PATIENTS ON PAROLE  
FROM  
STATE HOSPITALS FOR MENTALLY DISEASED  
AND  
SCHOOLS FOR MENTALLY DEFECTIVE  
FISCAL YEAR ENDING MAY 31, 1922-32

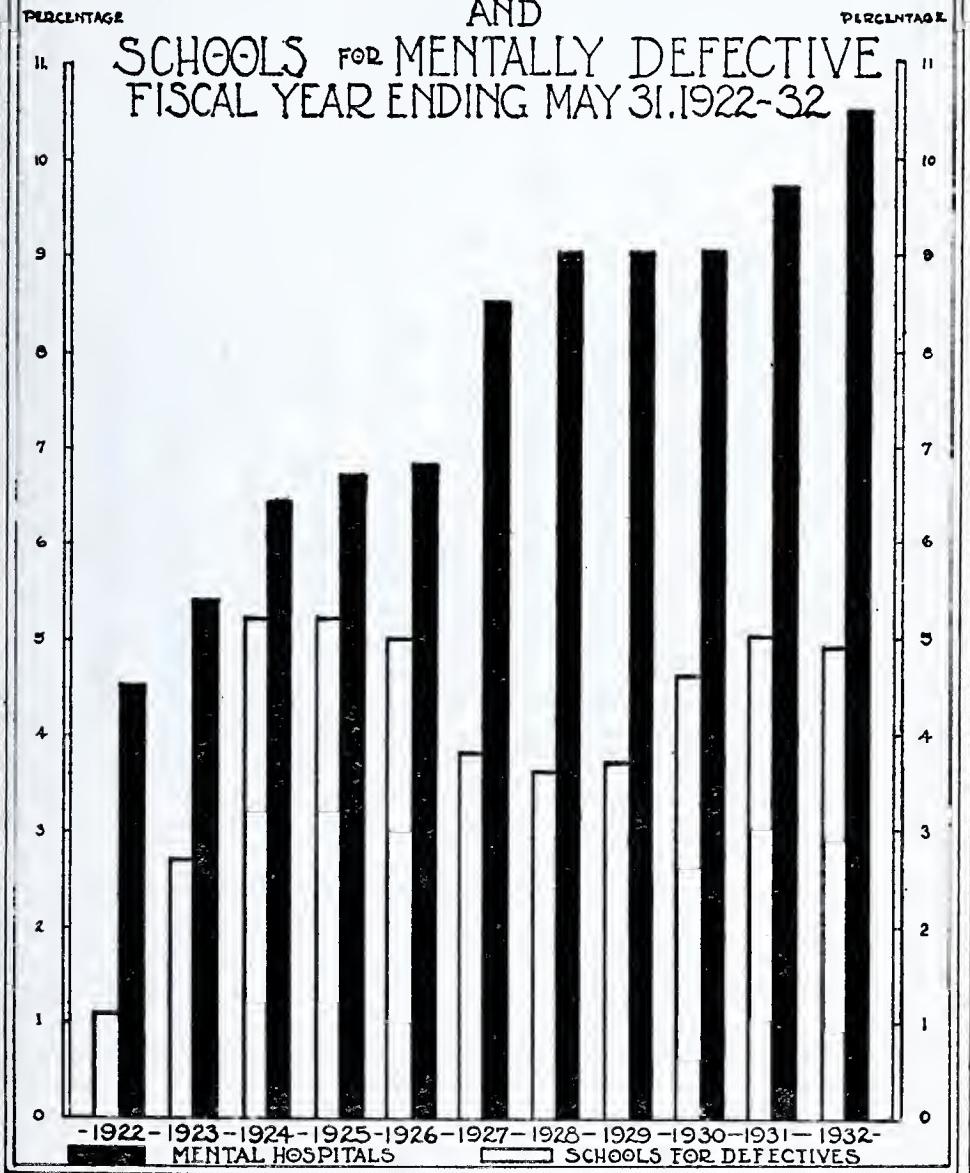


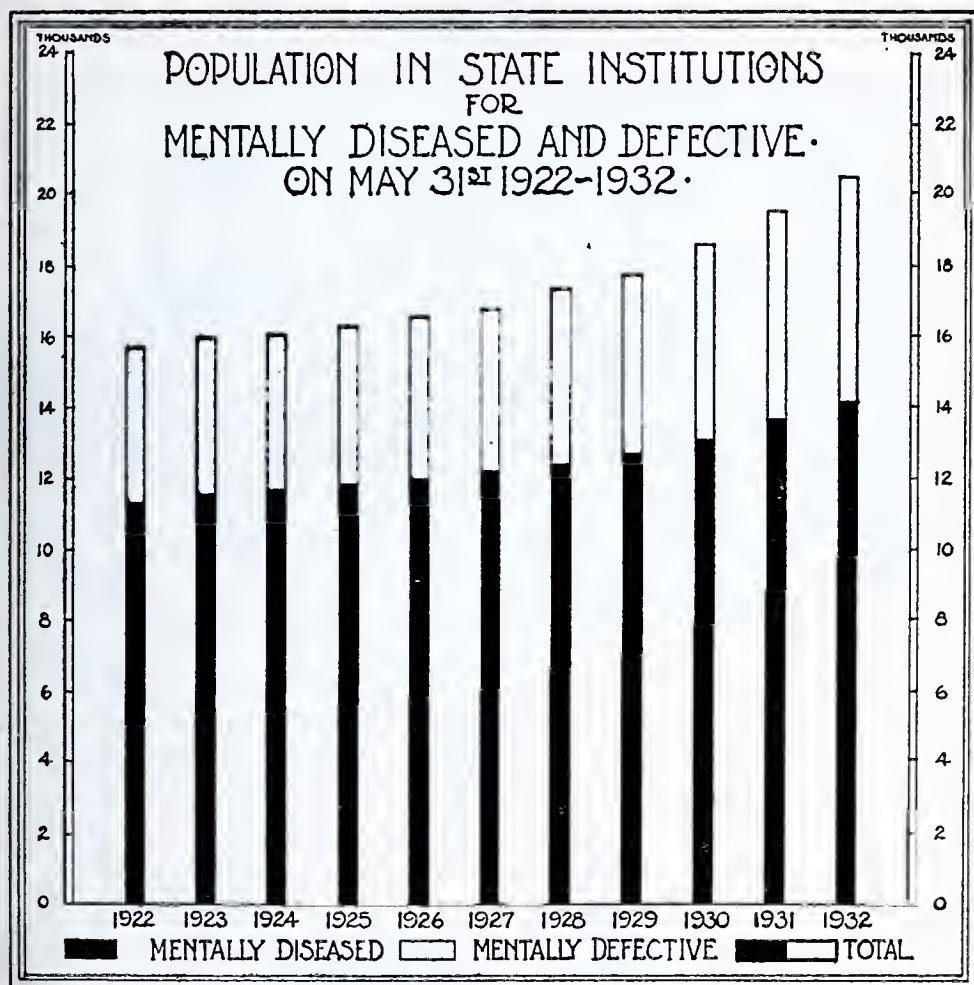
CHART 13

Mental defectives are a different problem. There is no cure for a feeble-minded person. The popular phrase expresses it, "he is not all there." But he offers an opportunity for valuable preventive work. Vocational and habit training for the milder case fits him to earn a modest wage. He is able to live in the world instead of in an institution, a charge upon the State.

PATIENT VISITS TO MENTAL CLINICS  
FOR REFERENCE BY SOURCE OF REFERENCE—FISCAL YEAR ENDING MAY 31, 1932

Source of Reference	TOTAL			Exhibits mental symptoms, etc.	Delayed Development	Retarded in School	Speech Defect	Mental Examination before Placement	Delinquent Behavior	Nervousness	Epilepsy	To determine suitability for driver's license	Psychometric and advice for future planning Neurology	Other Reasons	
	Male	Female	Total												
Patient	18	21	39	13	1	36	2	55	3	24	14	1	9	1	6
Parents, relatives, friends	153	96	249	12	13	25	45	5	23	1	21	22	9	67	1
Family physician	194	166	360	39	35	45	5	5	1	4	5	5	17	96	18
Hospital	48	35	83	6	5	5	7	7	18	1	69	25	3	52	1
Schools	390	193	583	9	7	376	137	4	50	2	34	8	16	46	10
Public Health	213	146	359	6	23	30	59	2	181	26	183	33	9	12	2
Family Society	388	441	824	24	7	28	2	85	1	30	2	1	1	246	31
Children's Organization	107	108	215	8	6	24	2	13	2	15	6	1	1	48	3
Mother's Assistance Fund	71	84	155	4	1	4	3	80	2	89	3	2	1	60	4
Probation Officer	91	131	222	1	1	4	3	9	1	31	2	2	1	36	4
Court	26	36	62	1	1	4	2	26	2	52	2	2	1	11	2
Children's Institutions	165	128	313	16	16	16	16	143	2	15	1	1	1	73	7
Correctional Institutions	16	16	32	1	1	1	1	9	1	1	1	1	1	16	16
Directors of the Poor	19	16	35	1	1	1	1	15	1	1	1	1	1	23	6
Department of Highways	29	22	51	29	33	33	33	18	18	1	1	1	1	11	2
Department of Welfare	11	12	23	40	40	40	40	11	11	5	1	1	1	14	2
All others	28	28	56	7	4	1	1	1	1	1	1	1	1	1	4
Not stated	3	4	7												
Total	1969	1655	3624	124	128	748	25	712	58	559	192	79	27	867	105

Table E



Applications for admission to institutions for mental defectives include a surprising number who do not belong there. The Bureau finds that roughly 7 per cent of the institution waiting lists are unsuitable for admission; 14 per cent unnecessary; 14 per cent not urgent and 50 per cent urgent. The unnecessary cases can be trained to live at home. The seven per cent unsuitable are a sad commentary on human nature. They are not mentally defective. But they have been so difficult to manage or to live with that their parents and guardians seek to turn them over to an institution. These cases often involve tragic stories of failure and inadequacy on both sides.

The Bureau supervises 52 State, county and private institutions for mental patients, epileptics and mental defectives. It is building up a complete state census of mental patients of all types, using individual record cards. These records are held as confidential, as is any other privileged medical information. They furnish valuable concrete evidence as to needs and policies.

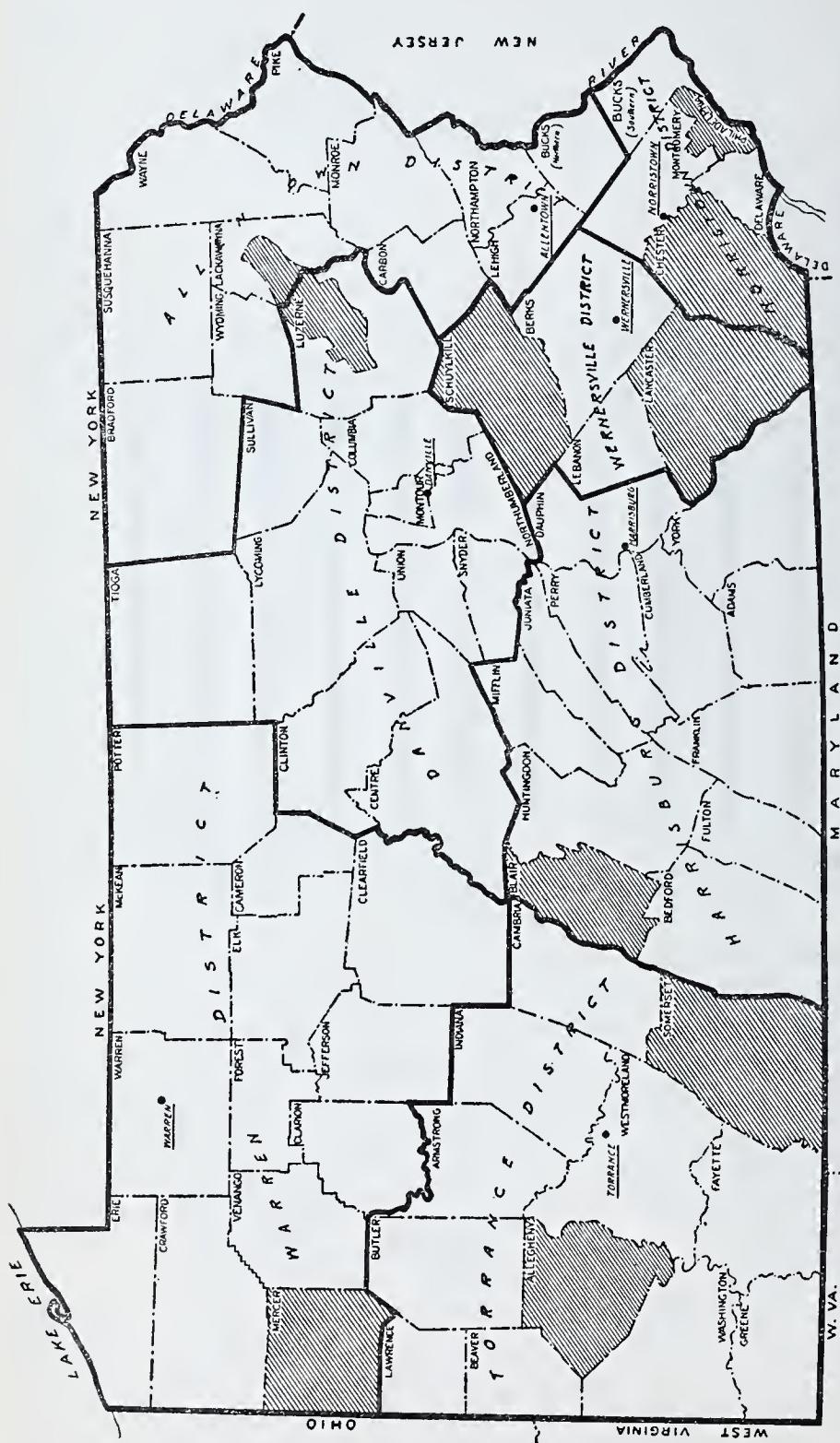


CHART 14 DISTRICTS ASSIGNED TO THE STATE MENTAL HOSPITALS.  
SHADED COUNTIES HAVE LICENSED DISTRICT MENTAL HOSPITALS.

## MENTAL HYGIENE

Giving patients manual work to do, such as weaving of baskets and rugs, mats, furniture and toy making, etc., has come to hold an important place in modern treatment of the mentally ill. The value of music and recreation as an aid to recovery is also generally accepted.

The eight State-owned mental hospitals have organized occupational therapy departments under the supervision of qualified workers. About eleven per cent of the whole State hospital population is passing through these classes. The county hospitals have not fully accepted this modern form of treatment. Six of them and two institutions for mental defectives now employ qualified therapists.

Another result of the influence of the mental hygiene movement has been the rapid abandonment by State mental hospitals of the use of mechanical restraint and seclusion for their more disturbed patients. A number of large hospitals have entirely abandoned these questionable procedures.

Shifting of population from rural to urban sections, industrial developments and improved transportation facilities, necessitated rearranging the State hospital districts in 1931. The hospitals are assigned certain counties from which patients are received. Arrangement of the new districts is shown on Chart 14.

During 1931-1932 a total of 259 alien patients were returned to other states and countries, 220 within the United States and 39 to 19 foreign countries. The movement of patient population in all State mental hospitals and institutions for mental defectives within the past year is given in Tables F and G.

## RECOMMENDATIONS

### *Buildings*

*Western State Psychiatric Hospital* is urgently needed as a stimulus for psychiatric work in the State. For the training of medical students, for research, and for intensive study and vigorous treatment of selected special cases, this hospital will be a center of inspiration. The University of Pittsburgh has given the land. The building is authorized, an architect appointed and plans are drawn. It is hoped that the next session of the Legislature will find it possible to pass a building appropriation for this important institution.

*Cumberland Valley State Institution for Mental Defectives* was authorized in 1927 for the training and care of feeble-minded male criminals and those showing criminal tendencies. An appropriation for building purposes has not yet been made. Such an institution has

**MOVEMENT OF PATIENT POPULATION—STATE MENTAL HOSPITALS**  
**FISCAL YEAR 1932**

Movement of Population	Allen-town	Dan-ville	Far-view	Harris-burg	Norris-town	Torr-ance	Warren	Werner-ville	Total State-owned	Dixmont State-aided	Aggregate State, State-aided and County
<b>Patients on books beginning of year, June 1, 1931</b>											
In hospital	1,420	1,829	618	1,689	3,033	881	1,789	1,187	12,446	1,164	26,393
On parole	332	212	31	135	309	156	208	30	1,413	52	2,880
<b>Total on books beginning of year</b>	<b>1,752</b>	<b>2,041</b>		<b>1,824</b>	<b>3,342</b>	<b>1,937</b>	<b>1,987</b>	<b>1,217</b>	<b>13,859</b>	<b>1,216</b>	<b>29,273</b>
<b>Admissions during the year:</b>											
First Admissions	461	386	55	248	458	474	433	163	2,678	142	5,969
Readmissions	47	46	6	69	39	54	34	11	306	24	711
Transfers	7	6	7	3	42	51	6	54	176	21	254
<b>Total Admissions</b>	<b>615</b>	<b>438</b>		<b>68</b>	<b>320</b>	<b>639</b>	<b>679</b>	<b>473</b>	<b>228</b>	<b>3,160</b>	<b>187</b>
<b>Total on Register</b>	<b>2,267</b>	<b>2,479</b>		<b>717</b>	<b>2,144</b>	<b>3,881</b>	<b>1,616</b>	<b>2,470</b>	<b>1,445</b>	<b>17,019</b>	<b>1,403</b>
<b>Discharges during the year:</b>											
Recovered	102	89	6	66	33	71	60	1	428	19	700
Improved	97	79	8	59	168	83	98	32	624	66	1,712
Unimproved	32	11	5	25	9	15	8	18	123	20	286
Without psychosis	73	7	2	18	10	0	72	0	182	1	198
Transfers	58	9	16	9	7	16	2	6	123	3	285
Deaths	96	147	21	117	280	121	145	95	1,022	89	2,564
<b>Total Discharges</b>	<b>458</b>	<b>342</b>		<b>58</b>	<b>294</b>	<b>507</b>	<b>306</b>	<b>385</b>	<b>152</b>	<b>2,502</b>	<b>188</b>
<b>Patients on books end of year:</b>											<b>5,745</b>
In hospital	1,454	1,811	642	1,733	3,091	1,096	1,872	1,204	12,903	1,181	27,411
On parole	356	326	17	117	233	214	213	89	1,614	34	3,051
<b>Total on books end of year, May 31, 1932</b>	<b>1,809</b>	<b>2,137</b>		<b>659</b>	<b>1,860</b>	<b>3,374</b>	<b>1,310</b>	<b>2,085</b>	<b>1,298</b>	<b>14,517</b>	<b>30,462</b>

**Table F**

**MOVEMENT OF POPULATION—INSTITUTIONS FOR MENTAL DEFECTIVES**  
**Fiscal Year ending May 31, 1932**

Movement of Population	Polk			Pennhurst			Laurelton			Elwyn (State-aided)			Total		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
Population on June 1, 1931															
In institutions	1,410	1,292	2,702	737	595	1,332	655	555	1,100	2,702	2,988	5,690			
On parole	54	34	88	94	48	142	59	59	3	12	157	144	301		
Total on register during the year:	1,464	1,326	2,790	831	643	1,474	714	564	1,013	2,859	3,132	5,991			
Admissions during the year:															
First Admissions	108	84	192	182	121	303	31	31	49	24	73	389	260	569	
Readmissions	1	3	4	16	15	31	1	1	1	1	18	18	36	1	3
Transfers				2	2										
Total Admissions	109	87	196	200	136	336	32	32	50	24	74	359	279	638	
Total on Register during the year:	1,573	1,413	2,986	1,031	779	1,810	746	746	614	473	1,087	3,238	3,411	6,629	
Discharges during the year:															
Improved	14	10	24	2	2	4	16	16	18	9	27	34	37	71	
Unimproved	66	18	84	7	3	10	6	6	3	4	7	16	31	107	
Without psychosis															
Transfers				2	2										
Deaths				16	30	46	22	22	51	2	2	5	2	7	26
Total Discharges	98	60	158	57	34	91	25	25	34	19	53	189	138	327	
Patients on books end of year:															
In hospital	1,430	1,319	2,749	869	689	1,558	662	574	450	1,024	2,873	3,120	5,893		
On parole	45	34	79	105	56	161	59	59	6	4	10	156	153	309	
Total on books, May 31, 1932	1,475	1,353	2,828	974	745	1,719	721	721	580	454	1,034	3,026	3,273	6,302	

Table G

a two fold purpose. It separates the feeble-minded criminal from the more hopeful cases. It provides for him indefinitely instead of turning him loose in the community when his prison sentence expires. No one who appreciates the purpose of this institution can doubt its importance.

### ***Treatment***

Complete State care for mental patients is urgently recommended. It has long been the ambition of the Department. It continues a live issue. Discontinuance of eight county hospitals was a step towards State care. Until the past biennium except for a growing sentiment there had been little further progress. In recent sessions of the Legislature, however, bills have been favorably received giving State control to the largest county hospital and providing a nucleus of development in our southeastern section. Temporarily rejected because of lack of funds, both projects are regarded favorably.

Other recommendations include:

Higher type of medical services under qualified clinic directors. Further training of assistant physicians.

Social service departments in the hospitals and other institutions.

Systematic training of the ordinary attendant class of employes, usually neglected, especially in institutions for mental defectives. This field offers pioneer opportunities.

Nothing should be permitted to interfere with the quality of professional service rendered. At such difficult times it is important to maintain high standards of treatment, care and preventive work.

# BUREAU OF RESTORATION

Two industrial prison farms have recently been opened in Berks and Delaware Counties. These farms take the place of the old type county prison. The Bureau considers them the most significant development during the last two years in its work of supervising the State's prisons and reformatories. They mark a step forward in the modern scientific method of handling prisoners—classification of both prisoners and institutions.

## CLASSIFICATION

Classification of prisoners has many advantages. It saves large sums of money to the taxpayer. It separates the prisoners into groups who receive individual treatment. The classification system provides for penal and correctional institutions of three grades. The old-fashioned fortress type of prison is for hardened offenders. A secure type of building is for groups taking vocational and trade training. The farm type of institution offers outdoor occupations to the youthful and most promising group. The fortress type of building costs the taxpayer \$4,000 per inmate. The farm type costs only about \$1,000. For every prisoner sent to a farm institution such as the two recently opened in this State the taxpayers save \$3,000.

Classification makes it possible to treat men and women as individuals. It is part of prevention. Every prison sentence marks prevention's temporary defeat. Even here the Bureau of Restoration does not abandon hope. By classifying and separating three classes of prisoners it attempts to prevent first offenders from becoming habitual criminals. It tries to prevent the middle group from deteriorating into vicious types. It does what is possible for the final group.

It carries prevention over into constructive effort. The Bureau supplies incentives to the inmates through four channels:

Work: vocational education and work in prison shops fits men and women to earn an honest living "on the outside."

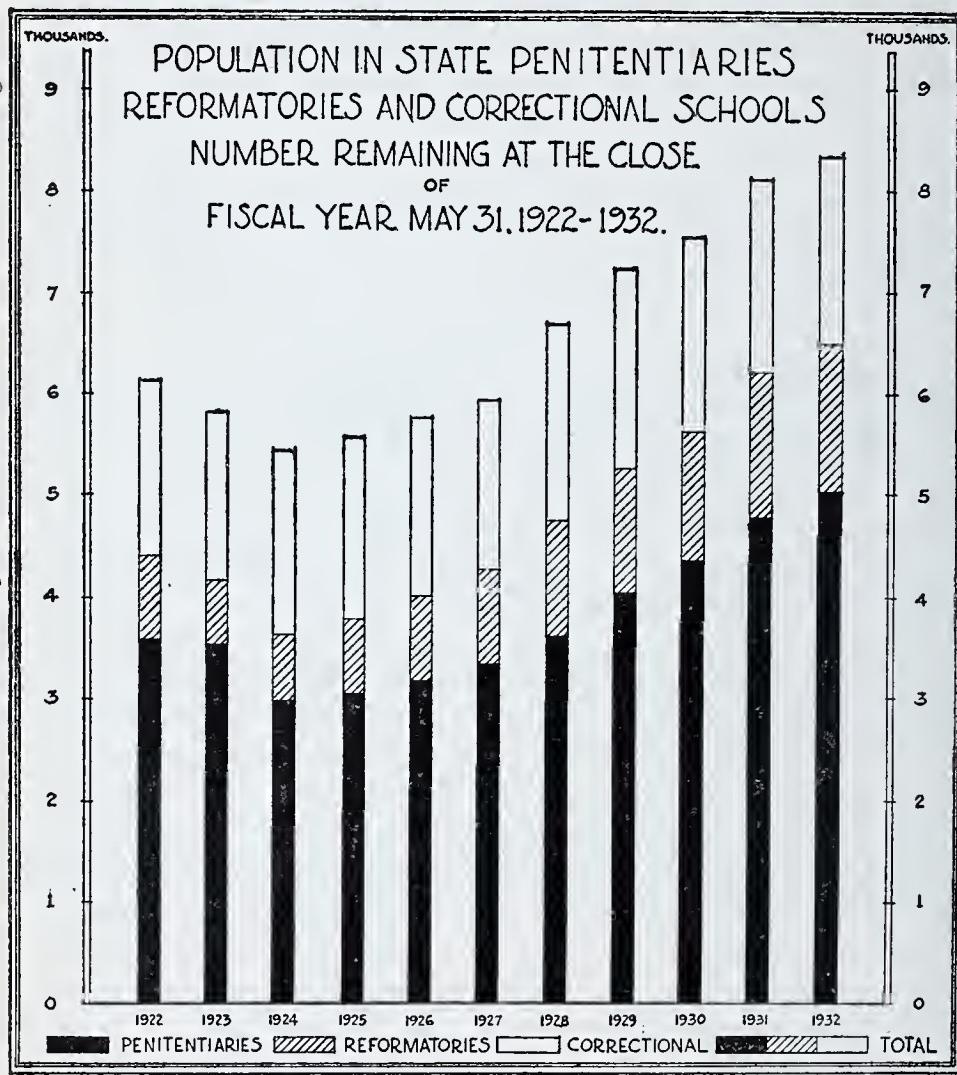
Education: offers many inmates their first opportunity to develop mental interests.

Recreation: exercise and sportsmanship.

Moral training: religious services and ready access to stimulating spiritual advisers.

## OVERCROWDING

Steady increase in the number of inmates of penal and correctional institutions calls for immediate extension of the classification



system. It would provide as economically as possible for the larger population. It would avoid further overcrowding which defeats all efforts at improvement.

Overcrowding is an increasingly serious problem. The total cell capacity of State institutions is 5,248. Yet on May 31, 1932, the total population of the State penal and correctional institutions was 6,476, an increase of 793 over the previous year. Chart 15 shows the increase in population of State penal institutions in the decade from 1922-1932, while Table H indicates the population movement within the last year. County institutions are also struggling with overcrowding. January 1, 1932, the total population was 8,860, an increase of 806 in one year. The total available cells in county institutions number 6,642.

Increase in prison population has outstripped the State's building program. The State has, however, in addition to the two industrial prison farms already mentioned, added accommodations for 1,722 inmates, as follows:

<i>Institution</i>	<i>Place</i>	<i>Units</i>	<i>Completed Capacity</i>
New Eastern State Penitentiary	Graterford	3 cell blocks	1,200
Pennsylvania Industrial School	Huntingdon	3 cell blocks	200
State Industrial Home for Women	Muncy	2 cottages	72
Western State Penitentiary	Pittsburgh	Dining Room (for 1,200)	
Rockview Penitentiary	Rockview	Cell Block	250

Most of this work has been done by the inmates. The building plans called for a variety of projects. At the new Eastern Penitentiary the men built a siding for shipping materials directly to the site; laid underground conduits for pipe lines; built a power plant, a modern sewage disposal plant, and a wall enclosing 64 acres.

## CRIMES

Analysis of the types of crimes committed shows a striking increase in crimes against property. This is always a sinister accompaniment to unemployment and business cycles on the down swing. Cases brought before the courts within the last five years reveal the following rates of increase:

Assault .....	179%
Burglary .....	143%
Larceny .....	47%

Other types of cases probably related to the economic crisis:

Non support .....	655%
Disorderly conduct .....	793%

## RECOMMENDATIONS

A classification system:

Classification of inmates;

Classification of institutions;

Authority to transfer inmates to that institution in which they will receive suitable care and training;

Replacement of county prisons by industrial prison farms, with the present buildings used only, if at all, for detention purposes;

Construction of proposed new State institutions for defective delinquents near New Cumberland, thus removing from the penal population a troublesome group which does not respond to individual treatment and training.

**MOVEMENT OF POPULATION IN STATE PENAL INSTITUTIONS  
FISCAL YEAR ENDING MAY 31, 1932**

Movement of Population	Eastern Penitentiary (Includes Graterford)	Western Penitentiary (Includes Rockview)	Huntingdon Reformatory	Muncy Reformatory	Total	
					Male	Female
Number in Institution, June 1, 1931					120	120
Received during year -----	2,734	2,058	1,323	6,115	6,235	
Total on register -----	1,051	719	918	2,086	2,753	
Discharged during year -----	3,785	2,777	2,241	8,501	9,018	
Population--end of year -----	854	635	939	2,488	2,512	
	2,931	2,082	1,302	6,313	6,476	
<b>RECEIVED</b>						
By new commitments						
From Farview State Hospital	911	541	863	68	2,313	70
By transfer from other institutions	0	1	0	1	0	1
For violation of parole -----	15	7	0	10	22	32
On order of court -----	122	124	20	9	266	9
Escaped inmates returned -----	3	43	35	7	81	7
	0	3	0	1	3	1
Total received -----	1,051	719	918	95	2,656	97
<b>DISCHARGED</b>						
On parole	697	524	514	33	1,735	33
Commutation of sentence -----	0	0	371	0	371	0
Expiration of sentence -----	65	59	14	7	338	7
On order of court -----	25	45	33	4	103	4
Escaped -----	0	20	0	0	20	0
Pardoned -----	3	0	0	0	3	0
Died -----	11	27	0	1	38	1
Transferred to Farview State Hospital -----	21	6	1	1	28	0
Transferred to other institutions -----	32	14	6	9	52	9
Total discharged -----	854	635	939	54	2,488	54

Table H

A more adequate staff in each of the State penal and correctional institutions to train inmates and to teach vocational and academic subjects.

Wider use of probation with trained probation officers in all large counties in order to relieve congestion and overcrowding of institutions.

Abolition of the iniquitous fee system in seventh class counties and the placing of sheriffs in charge of county prisons on a salary basis. At present the sheriff receives a per day allowance for feeding prisoners. This serves as a temptation to delay the disposition of cases, and to retain as profit part of the money supposed to be spent for food.

# PRISON LABOR DIVISION

Pennsylvania's prison industries have been self-supporting since 1923. They kill two birds with one stone. They prevent the rust of idleness. They equip prisoners to earn an honest living on their return to society. The industries include two print shops, a cannery, forest tree nursery, gardens, and the manufacture of shoes, hosiery, underwear, clothing, textiles, brushes, furniture, automobile license and other metal tags. The shops are equipped with modern machinery comparable to that found in commercial factories and employ from 800 to 1,000 inmates.

Pennsylvania's States' Use Plan has the endorsement of organized labor and of manufacturers' organizations. Products of prison industries may be sold only to tax-supported agencies of the State. No contract systems are in effect.

Prison industries parallel commercial industries in so far as successful operation is concerned. The difference is that money profits are not their chief objective. The restricted market open to them limits their variety. Occupations which have the highest trade training value and which offer employment to the greatest number of inmates have been selected. Chart 16 shows the gradual increase in shop and maintenance employment among inmates of State penal institutions within the last four years.

At the Eastern State Penitentiary the clothing shop is nearly twice its original size and is doing a more skilled type of work. The hosiery and underwear shop and the shoe department have added modern equipment.

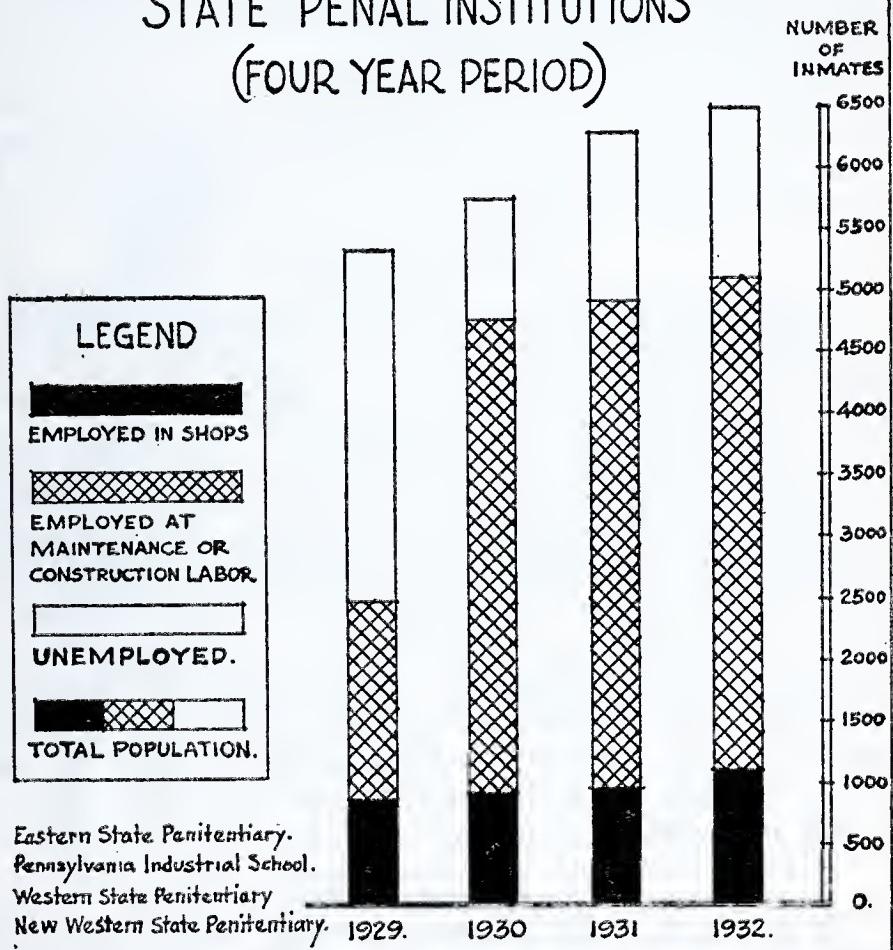
The Western State Penitentiary has put in an electrical installation for its shops. It provides current at a cheaper rate and relieves the Penitentiary power plant of too heavy a load. The metal tag shop has been operating at full capacity most of the time.

Rockview has enlarged and improved its cannery building. Last spring marked the seventh shipping season for the forest tree nursery. Over 10,000,000 seedlings, sufficient to reforest 8,328 acres, have been shipped to 15 different states.

## LEGISLATION

The Federal Hawes-Cooper Enabling Act will become effective in 1934. The Bill divests convict-made products of their interstate character. It submits them to the laws of the state which buys them as regards sale and distribution. It does not prohibit the transportation of convict-made goods. It does not alter nor interfere with ex-

## EMPLOYMENT AMONG POPULATION OF STATE PENAL INSTITUTIONS \* (FOUR YEAR PERIOD)



**CHART 16**

isting laws in any state. It has the support of the American Federation of Labor, the General Federation of Women's Clubs, and manufacturers' and prison reform organizations.

Opposition to the measure was principally confined to officials and directors of penal institutions where products are manufactured or sold by prison contractors. Attempts toward modification or repeal will be largely inspired by such contractors. The Commonwealth of Pennsylvania is under the States' Use System and supports the Hawes-Cooper Act. Sale of prison-made products on the open market is automatically eliminated in this State.

# STATE COUNCIL FOR THE BLIND

Fifty blind beggars used to panhandle the streets of Pittsburgh. They are now earning their livings in a workshop conducted by the Pittsburgh Branch of the Pennsylvania Association for the Blind, the City Council and the Welfare Fund.

Twenty-two blind people in this State are using guide dogs. In 1931 the State Council for the Blind and the Seeing Eye, Inc., made a special campaign to interest the blind in using guide dogs to restore a measure of their independence.

## PREVENTIVE WORK

These are some of the more picturesque phases of the work of the State Council for the Blind. Results in preventive work are more difficult to measure, but in the long run they are even more important.

### *Infants*

In Pittsburgh alone during the last two years the Council saved from blindness seven babies treated in the Eye and Ear Hospital.

As preventives against loss of sight the State requires that a few drops of prophylactic shall be dropped in the eyes of all new born infants and that all cases of babies' sore eyes (*ophthalmia neonatorum*) shall be reported for treatment. The Council's first effort is to enforce these supremely important rulings. Decrease in the number of babies treated for sore eyes at the Pittsburgh Eye and Ear Hospital is undoubtedly due to a vigorous campaign in that city. Thirty cases in 1929 had dropped to 7 by 1932.

### *Pre-School Child*

Early detection and treatment of visual defects may save many pairs of eyes. One thousand eight hundred forty-eight children from three to six years old were examined in Pittsburgh in the summer of 1931 by the Council, cooperating with other agencies. Four hundred and eight children whose eyes were not quite normal were given further examination and treatment. A similar volunteer service took care of 700 young children in the Philadelphia Day Nurseries. One progressive community organized a squint clinic.

### *School Child*

Fifteen thousand eye inspections in the schools revealed 175 children who could not safely continue their school work in ordinary classes. Of these probably 25 will need continued special care.

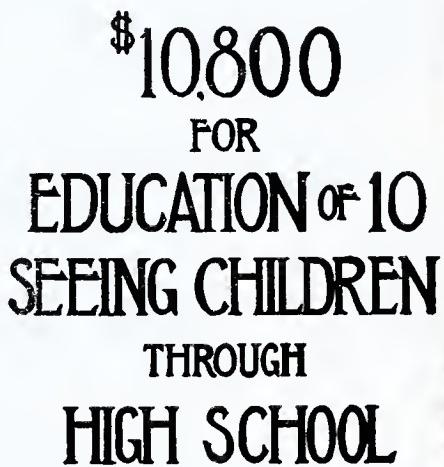
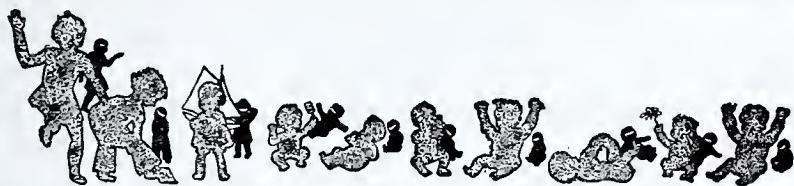


CHART 17

### Adult

The Wills Eye Hospital in Philadelphia refers patients from all parts of the State to the Council. The Council secures vocational guidance and arranges further treatment as needed. In cases of total loss of vision the Council cooperates with local social agencies. Appointment to the Hospital staff of an eye medical social worker—the

only one so far in Pennsylvania—makes the work possible. The National Society for the Prevention of Blindness finances the worker.

It is not possible to estimate the amount of vision conserved or the number of persons protected in preventive work. The economic saving to the State, from the standpoint of education alone, is shown in Chart 17.

### EMPLOYMENT OF THE HANDICAPPED

Cooperating with the Department of Labor and Industry and the Philadelphia School of Occupational Therapy, the Council provides a service for the person newly blinded in industry. It helps him to make the necessary readjustment and to secure training and skill to compensate for his loss of sight. The first three newly blinded men trained at the School made such satisfactory progress that they immediately secured positions.

### SPECIAL STUDIES

During the biennium the Council has conducted a survey of all blind and partially blind persons in seven counties, adding 1,993 names to its list. It has completed a study, begun in 1930, of procedure in reporting ophthalmia neonatorum and treating it successfully. Upon request it has made studies of eye health in ten public schools representing a population of 35,000 children.

### Relief

Financial conditions of blind persons found in county surveys have been a subject of special attention. Agencies interested in securing special relief for the blind will use this data in appealing for public support when the question is submitted for referendum vote in 1933.

The Statistical Department of the Philadelphia Welfare Federation is cooperating on a study of the cost of employing blind workers in subsidized workshops. Five workshops which have about the same number of employees are submitting costs.

### RECOMMENDATIONS

Two appropriations of \$10,000 each to cover cost of: (1) Hospital care for infants suffering from ophthalmia neonatorum; (2) Psychiatric, psychological and occupational therapy service in the readjustment of newly blinded persons.

Extension of eye clinical service to all sections of the State.

Establishment, with private aid, of an experimental workshop to determine practical possibilities of new industries for the blind.

Development of direct supervisory service by the Council for blind persons who have been returned to industry.

# DIVISION OF RESEARCH AND STATISTICS

The Division of Research and Statistics collects facts. It reaches out to every institution and agency connected with the Department. It arranges and analyzes these facts for administrative and research purposes.

Intelligent decisions and plans for the future must be based on knowledge of actual conditions. This Division provides bases for preventive and restorative work through:

1. *Routine Statistics* made comparable over a long period of time and standardized for the different groups cared for by the State. Much of the value of these statistics depends on the promptness, completeness and accuracy of the periodic returns made by each group of institutions and agencies.
2. *Standardization of Departmental and Institutional Records.* This is a prerequisite to reliable statistics.
3. *Special Studies* of problems which cannot be diagnosed by routine information alone.
4. *A Long Time Program of Research* covering the varied problems and personalities with which the Department deals. An Advisory Research Council of experts in various fields helps to shape this program.
5. *An Information Bureau* which answers requests of all kinds on specific phases of public welfare.

## ROUTINE STATISTICS

Expansion of statistical returns from institutions and agencies has been a main object of recent effort. Institutions are encouraged to adopt individual record cards. Improvement is particularly notable in the almshouse reports. They show 24 per cent increase in number of districts reporting and comparatively complete returns from other districts which formerly sent in very meager reports.

Returns from State-owned mental hospitals are now as adequate and reliable as their annual reports. The Division's next aim is to raise the other State institutions to a similar high level.

Statistics of monthly admissions and discharge of inmates are mimeographed and sent out to a limited group of institutions. These figures enable the Department to estimate seasonal variations and furnish a basis for planning new buildings, increases in personnel, etc.

## SPECIAL STUDIES

(1) For the past year this Division, in cooperation with the Assistant Deputy and the Bureau of Assistance, has spent much time in preparing information on unemployment in Pennsylvania. It is now able to supply data on present conditions and trends for almost every township, borough and county in the State.

The data was secured from

(a) Local social and relief agencies which were operating on a county-wide basis and knew current needs.

(b) Directors of the Poor. Questionnaires were sent them before each of the special sessions of the Legislature.

(c) Staff members of the Department of Welfare who served as field investigators, especially in counties and areas where reliable information could not otherwise be secured. Some counties have no county-wide social agencies. In others the task was too complicated for either the Directors of the Poor or the one agency to perform adequately.

(d) Records already available in the Department regarding taxes levied, taxes collected, millage, etc.

(2) At the request of the Hospital Welfare Association of Pennsylvania this Division undertook the compilation of statistics showing costs in detail for various sizes and types of State-aided Hospitals. These have been compiled on a quarterly basis. Inquiries on material in these reports have been received from many states.

## RECOMMENDATIONS

1. Extension of the individual card system. It would make concise information concerning every ward of the State instantly available. The State penal, feeble-minded and epileptic institutions should install it as soon as possible and also those county institutions which have not as yet adopted the system.

2. Speeding up of returns from all institutions which are now slow in reporting; education of many institutions in the need for accurate and complete facts on all forms sent to the Department.

3. Consolidation as far as practicable in the Division of Research and Statistics of all statistical work for the Department.

4. Additional research projects in the fields of child welfare, old age and mental health.

5. Increase in the Division's staff if it is to keep on expanding its routine statistics and special services.

# ADVISORY FIELD SERVICE

## AGRICULTURIST

Seventeen institutional farms provide outdoor work for 1,300 inmates of state penal and mental institutions. Farm activities include dairy, henry, piggery, vegetable gardens and general crops. The farms supply all vegetables required by the institutions and a surplus for canning. Table I shows the location and acreage of these farms. An Agriculturist coordinates farm activities on an economically productive basis.

Institutional farm records show gratifying standards of production. An average milk production of 11,606 lbs. per cow in 1932 is more than double the average for the State. The State Department of Agriculture's figures for 1930 averaged only 5,400 pounds per cow. Hens on institutional farms averaged 146 eggs in 1931 and 165 in 1932, while the Department of Agriculture's figures for all farms show a 1931 average of 70 eggs per hen. Institutional farms yielded 157.8 bushels of potatoes per acre in 1930 and 206.1 bushels per acre in 1931, as compared with a State-wide average, again reported by the Department of Agriculture, of 139 bushels per acre in 1931.

### ACREAGE, MILK AND EGG PRODUCTION AND CONSUMPTION STATE-OWNED INSTITUTIONAL FARMS YEAR ENDING MAY 31, 1932

Institution	Total Acres	Acres Under Cultivation	Total Lbs. Milk	Lbs. Milk Per Capita Per Day	Total Number Eggs	Eggs Per Capita Per Day
Mental Hospitals						
Allentown -----	814	349	647,328	1.22	106,199	.2
Danville -----	668	369	953,430	1.42*	41,898	.0624
Farview -----	1,284	291	335,976	1.45	11,631	.0502
Harrisburg -----	845	412	510,506	.816	60,241	.097
Norristown -----	987	500	213,271	.19	145,554	.1902
Torrance -----	2,468	860	409,131	1.114	165,917	.4516
Warren -----	1,436	590	977,612	1.406	140,543	.211
Wernersville -----	1,015	505	625,689	1.45	78,944	.179
Mental Schools						
Laurelton -----	1,413	460	371,454	1.54	70,184	.291
Pennhurst -----	801	561	1,218,153	2.3	318,544	.602
Polk -----	2,012	559	1,850,390	1.87		
Selinsgrove Epileptic Colony --	1,336	800	188,650	1.92	33,775	.343
Penal Institutions						
Eastern Penitentiary, Graterford -----	1,715	1,200				
Huntingdon Industrial School --	669	460	632,688	1.306	20,016	.0414
Morganza Training School -----	967	522	481,833	1.68	187,048	.658
Muncy Industrial Home for Women -----	569	175	326,717	6.08**	97,574	1.817
Western Penitentiary, Rockvlew -----	5,670	1,977	1,046,588	2.92	72,857	.203

\* Additional milk purchased.

\*\* Entire butter supply produced.

Table I

## ENGINEERING DIVISION

The law requires the Department to approve all plans for construction and major improvements in State institutions. In the last two years the Engineering Division has passed on 257 plans. It has made many surveys for future needs and has furnished cost estimates for institutional budgets.

Under the new economy program a qualified combustion engineer will supervise institutional heating and power plants in order to reduce the fuel bills, which now amount to approximately \$635,000 a year.

## INTERRACIAL CONSULTANT

The Interracial Unit serves as a clearing house for the many social problems of the Negro population of Pennsylvania. It has organized interracial committees, welfare leagues, and community centers to promote programs of health, education, industry, recreation, better housing, sanitation, and race relations. At the request of the Pittsburgh Coal Company the Interracial Consultant has organized community betterment programs in 20 mining camps in western Pennsylvania.

The Unit secured the appointment of a trained Negro nurse to the State Health Nursing staff. It has sponsored baby and tuberculosis clinics, health lectures and classes in first aid and home nursing. It has promoted interracial committees which have held educational contests and awarded scholarships to deserving Negro boys and girls. It has given particular attention to raising the low standards in many Negro institutions to meet the requirements of the Department.

### *Recommendations*

Employ trained Negro social workers in social agencies and institutions dealing with large number of Negroes.

Organize a committee of interested white and negro social workers to cooperate with the Unit.

As there is only one Negro Hospital in Pennsylvania (Mercy, Philadelphia) offering opportunities for training of Negro internes and nurses, other hospitals should be urged to admit Negroes for training.

## NURSING CONSULTANT

The Nursing Consultant has granted licenses to 66 maternity homes and hospitals during the biennium. She has denied licenses to a number of applicants below proper standards in care and equipment. Definite improvement in nursing and medical care is apparent in most institutions.

In addition to inspection and licensing the Consultant deals with problems of nursing care of patients in eight State-owned hospitals for the mentally ill and ten medical and surgical hospitals.

The State League of Nursing Education and nursing school administrators have, during the past two years, given increased recognition to the need for specialized psychiatric training for nurses.

### *Recommendations*

One or more State mental institutions should offer an accepted affiliated course in psychiatric nursing.

More graduate nurses should be added to the staffs of the mental hospitals. This will make it possible to reduce the large number of untrained attendants and to supply more discerning care for the mentally ill.

The five State-owned medical and surgical hospitals conducting training schools should reduce the number of students and increase the staff of graduate nurses.

Maternity homes and hospitals should be given more adequate supervision. The annual inspection to which the nursing consultant is now limited is not enough.

# ALCOHOL PERMIT BOARD

The Alcohol Permit Board consists of the Secretary of Welfare, the Secretary of Health and the Attorney General. All who manufacture, store, sell at wholesale, or transport alcohol and alcoholic liquid must be licensed by the Federal Government. They must also pass the scrutiny of the Alcohol Permit Board.

During 1931-32, 205 permits were issued after investigation. The Board requires monthly reports of all activities, and makes personal visits of inspection.

Three permits were refused and two others cancelled for failure to retain Federal permits. Revocation proceedings were brought against six permittees. The Board brought proceedings to padlock three breweries operating without State permits.

Every application for a permit must be accompanied by a bond of \$10,000. Upon revocation of a permit, proceedings are brought to collect the amount of the bond. Twenty-five bonds of \$10,000 each have been forfeited and judgments entered. Of this number five have been paid.

A change in regulations provides for disposal of cereal beverage and beer awaiting dealcoholization in plants where the permit is cancelled or revoked. Thirty days grace is now allowed.

Another change restricts operation until after the permit is granted. Previously operation was permitted upon filing the application for permit.

A recent survey showed that 76 per cent of the cereal beverage in the State was distributed in bottles and 24 per cent in barrels. Restriction of distribution in bottles would have resulted in unfair competition by out-of-state breweries. It was recommended that the Federal Prohibition Department adopt a Federal regulation restricting distribution in bottles. This will apply to all plants and not to breweries in this State only.

The Board grants permits and regulates the sale of denatured alcohol for use as an anti-freeze mixture in automobiles. It regulates the distribution of hundreds of thousands of gallons of completely denatured alcohol by reputable business firms throughout the State.

In order to prevent incorporation under false pretenses the Board's inspectors investigate all applicants for incorporation when the purpose of the charter deals in any way with beverages.

# INSTITUTIONAL CONSTRUCTION PROGRAM

Practically all building appropriations have been cut off. Yet the Department of Welfare faces growing needs in most of the State institutions.

In 1927 the State began a ten year construction program. It was to be financed from current income. The appropriation in 1927 amounted to \$5,918,500, and in 1929 to \$10,090,101. With these moneys the Department made an excellent start at relieving overcrowding.

When the present Administration came into office in 1931 the business depression was already seriously affecting the State's income. In spite of this, the Department submitted to the General Assembly a budget of a little over \$10,000,000. Appropriations for extensions and improvements in institutions in the Department of Welfare finally amounted to \$10,278,010. This seemed to assure the carrying forward of the Department's ten year construction program on a pay-as-you-go basis.

Unfortunately these appropriations lost all preferred claims against the State's income by the Supreme Court's decision on the Talbot Act. They suffered the fate of other non-preferred appropriations and were abated 24.16 per cent. Many contracts partially executed were held up pending developments.

At the special session in the summer of 1932 these appropriations were further reduced, leaving only \$5,656,010 of the original sum of \$10,278,010. Table A (page 14), shows the construction appropriations as originally passed and what was finally left of them.

## FIXING THE CAPACITY OF THE STATE INSTITUTIONS

The capacity of State institutions is determined by the Department under the provisions of the Administrative Code. In 1932 a survey was made to reestablish the capacity of all buildings housing patients and inmates. Table J gives the new figures for population, capacity and adequacy of State institutions.

## THE EXTENT OF OVERCROWDING

Had it been possible to carry through the original program for 1931-33 State institutions would be practically free from overcrowding. The annual increase in the number of mental patients averages 900. It is shared almost equally by the State and the County or Poor

District hospitals. The schools for mental defectives also show an annual growth. Each institution has a long waiting list of applicants. Penal and correctional institutions show an actual, though fluctuating, annual increase in population. (See Charts 12 and 15, pages 37 and 44.)

Warren is the only mental hospital already seriously overcrowded. The proposed congregate dining room would have made available as dormitories several small dining rooms in the main building. They would almost have relieved Warren of its congestion. Torrance is filling up rapidly and will be unable to satisfy the needs of its district by the close of the fiscal year.

### CONSTRUCTION

Not overcrowding but long waiting lists of feeble-minded children in need of institutional care are the problem of the schools for mental defectives. New buildings with hundreds of beds have been constructed in recent years. Yet the number of applications for admission seems to be as great as ever. The waiting lists on May 31, 1932 were as follows:

	<i>Urgent</i>	<i>Not Urgent</i>	<i>Total</i>
Laurelton	226	328	554
Pennhurst	175	522	695
Polk	365	365	730

There can be no let-up in construction at these three institutions if the urgent appeals for institutional care of the feeble-minded are to be satisfied. The new girls' group at Pennhurst State School should be rapidly developed as should Laurelton State Village. At Polk State School the new infirmary group should be enlarged in order to make room in the school department for children in need of training.

Pennsylvania was late in making special provision for the care and treatment of epileptics. An excellent beginning has been made at Selinsgrove State Colony. This new institution has provided for some 400 patients. There are probably not less than 2,000 epileptics in the State now in need of the special care and treatment which Selinsgrove is designed to give. It should be rapidly enlarged.

Elsewhere in this report mention has been made of two proposed institutions, the Cumberland Valley State Institution for Mental Defectives and the Western State Psychiatric Hospital in Pittsburgh. Both of these institutions are urgently needed. They form a definite part of the Department's program, awaiting only the necessary appropriations.

**ACREAGE, MILK AND EGG PRODUCTION AND CONSUMPTION  
STATE-OWNED INSTITUTIONAL FARMS  
JUNE 1, 1932**

Institution	Census Including Paroles	Number on Parole	Number in Institutions	Bed Capacity	Excess of Number in Institution Over Capacity	
					Number	Per Cent
Total Penal and Correctional Institutions --						
Eastern -----	11,886	4,622	7,264	6,120	1,144	18.7
Graterford -----	4,457	1,526	2,931	2,144	787	36.7
Western -----						
Rockview -----	3,811	1,729	2,082	1,972	110	5.5
Huntingdon -----	1,462	160	1,302	1,196	106	8.9
Morganza -----	1,962	1,174	788	638	150	23.5
Muncy -----	194	33	161	170	-9	-5.3
Total Mental Hospitals --						
Allentown -----	14,517	1,614	12,903	13,331	-428	-3.2
Danville -----	1,809	355	1,454	1,450	4	0.3
Farview -----	3,137	326	1,811	1,803	8	0.4
Harrisburg -----	659	17	642	624	18	2.9
Norristown -----	1,850	117	1,733	1,841	-108	-5.3
Torrance -----	3,374	283	3,091	3,257	-166	-5.1
Warren -----	1,310	214	1,096	1,217	-121	-10.0
Wernersville -----	2,085	213	1,872	1,673	199	11.8
Selinsgrove -----	1,293	89	1,204	1,466	-262	-17.9
Total Institutions for Feeble-minded and Epileptic -----						
Laurelton -----	5,649	352	5,297	4,593	704	15.3
Pennhurst -----	721	59	662	645	17	2.6
Polk -----	1,719	161	1,558	1,656	-98	-5.9
Selinsgrove -----	2,828	79	2,749	1,956	793	40.5
	881	53	328	336	-2	-2.4

**Table J**

Better facilities must also be provided for certain of the State-owned general hospitals. Scranton State Hospital urgently needs a new maternity and children's unit with a more adequate dispensary. Hazleton should have a maternity unit and an addition to its nurses' home. Coaldale calls for a new ward annex; Blossburg should see the completion of its new hospital building, the first unit of which is now under construction. Connellsville, Nanticoke and Shamokin should have more adequate accommodations for their nurses.

# GENERAL RECOMMENDATIONS

## ECONOMIES

*Economies* are demanded. How to effect them without losing the value of years of work spent in building up professional standards of service is a fundamental problem. A delicate balance between economy and efficiency must be established.

## POLICIES

*Prevention*—The purpose of prevention inspires most of the work of the Department. Even the institutions share in prevention. Wards of the State are committed to institutions on earlier diagnosis than formerly. This makes preventive work possible in the early and more hopeful stages. More and more people are paroled.

Preventive services in local communities must be increased. They will cost far less than neglecting people until they have to be shut up in institutions. Recreation facilities must be expanded. Leisure time programs for adults and juveniles must be fostered, along with programs for adult education. During the period of unemployment provision for leisure time should be an obligation. With a decreasing work week it must also become part of the long time program of all communities.

*Family Life*—The Department of Welfare must develop a more specific program for maintaining the family group. Socially, psychologically, economically, the family is the basic and essential unit. As our institutions improve and delinquencies are dealt with we must go back to fundamentals. Children should no longer be removed from their homes because of poverty. Family life must be respected. Evictions, migrant families, congregate living (such as placing family groups in abandoned almshouses) and humiliating poor relief shake the foundations of family security.

*Professional Standards*—Communities and State-owned and State-aided institutions are urged to accept the fact that training and experience are required for the work of social adjustment. The Welfare Department must maintain leadership. It cannot hesitate to point out the difference between the well trained professional and the over-zealous untrained community worker.

Volunteer service is in no way endangered by stressing the need for trained social workers. No community can have all the trained service it requires. The high standard of staff workers within the Department should serve as an example to local communities to accept in

positions of leadership only workers who can offer similar qualifications. Communities find it cheaper to employ professional workers using preventive methods than to save on personnel and have to pay for expensive custodial care. Every community needs the assistance and cooperation of those broad-minded citizens who serve without compensation. Such service is enhanced, not threatened, by the cooperation of professional and lay workers.

### INSTITUTIONS

*Personnel*—The greatest factor in any plan is the people who conduct it. Our institutions, no matter how beautiful the buildings, are only as excellent as their staffs. The limited funds available have stopped construction of buildings. Institutions should concentrate their energies on bringing their staffs to the highest pitch of efficiency. They should demand: (1) vocational qualifications; (2) training in the job; (3) tenure of position based on the merit system.

*Medical and Surgical Hospitals*—The Welfare Department demands a high quality of service in State-aided institutions. It is inconsistent to permit State-owned medical and surgical hospitals to fall below this standard. The State and the community have a right to demand that professional standards, service rendered, and the whole State-owned hospital plan be equal to those of State-aided institutions. Boards of Directors and Superintendents should vie with each other to achieve these ends.

*Nutrition Consultant*—Expenditures for food commodities in State institutions approximate \$5,560,000 annually. Because of the restricted budget the position of consultant in nutrition and food administration has been vacant since August 1931. In the interests of economy this vacancy should be filled. A competent supervising food administrator would advise with the managements of the institutions. A great deal of the money spent for food could be saved. Patients and inmates would be better nourished at less expense.

*Boards of Trustees of State-Owned Institutions* present a question concerning the terms of their relationship to the institution and the Department. The Welfare Department should encourage every bit of original constructive planning developed by these Boards and the institutional staffs. Trustees whose prime interest is the institution which they serve can be most valuable servants of the State. Trustees must realize the responsibility placed upon them for the care given to their wards, the necessity for high personnel standards, and the value of interpreting their work to the public. Reciprocally, the Boards should accept the leadership and recommendations of the Department which is legally responsible for these institutions.

## METHODS

*Penal System*—No state can lock up its prisoners and believe that its responsibility ceases. Pennsylvania has done much for its prisoners, but not enough. It must offer more and better educational opportunities. Vocational training must tie up with vocational education. Recreation must have its place in institutional life. In this world of diminishing employment unoccupied leisure is dangerous.

*Probation*—The Department of Welfare should have on its staff a specialist in probation work. No community should be able to say that the Department has not explained the value of probation service. Judges, schools, social agencies must be convinced of the saving in human deterioration and in costs of custodial care to be derived from a good probation job, with trained probation workers.

*State Aid*—State aid to hospitals, child caring institutions, etc. is unique in Pennsylvania. As issued to hospitals it is upon a thoroughly businesslike and efficient basis. State aid to child caring institutions should be more adequately granted and supervised. Appropriations should be made in accordance with service rendered.

*County Poor Relief*—Pennsylvania's method of reorganizing poor relief must be determined by the citizens. The growth of public relief and the present program of State aid for relief center attention upon the inadequacy of Pennsylvania's unorganized program. County Poor Boards, County Commissioners, Borough and Township Poor Boards all administering relief make for a hodge-podge of varying standards which must be appraised and adjusted. Trained relief workers are necessary in every county in Pennsylvania.

## LEGISLATION

*Legislation*—An aggressive program of social legislation is imperative. The time has come for Pennsylvania seriously to consider such pending measures as old age pensions, improved housing acts, etc. New laws in the field of child labor, unemployment insurance and State incorporation of welfare organizations should be carefully considered and prepared.

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## DEPARTMENT OF WELFARE—STATISTICAL SUMMARY

### State-owned, State-aided and State Supervised Institutions

		Annual Number Receiving Care
BUREAU OF ASSISTANCE		
161	State-aided Hospitals	427,616
22	Homes for Aged	9,000
88	Almshouses	25,445
BUREAU OF CHILDREN		Population*
166	Institutions for Dependents	18,008
22	Institutions for Delinquents	5,473
80	Child caring Agencies	17,384
56	Day Nurseries	2,385
19	Maternity Homes	1,308
62	Directors of Poor in 62 districts placing children	709
60	Juvenile Courts	3,029
	Mothers' Assistance Fund—8,466 families receiving aid—total children	25,715
	Orthopaedic Unit—8 Institutions	438
	98 Clinics	5,057
BUREAU OF MENTAL HEALTH		Population On Parole
22	Mental Hospitals	27,411 3,051
4	Institutions for Mental Defectives	5,999 309
1	Colony for Epileptics	362 65
75	Clinics	3,624
BUREAU OF RESTORATION		Population On Parole
7	State Penal and Correctional Institutions	7,264 4,622
69	County Institutions	8,798
PRISON LABOR DIVISION		
	Yearly business	\$950,000
	Inmates employed	900
AGRICULTURIST		
17	Institutional farms	1,300
	Inmates employed	

\* Population figures are for May 31, 1932.



ORGANIZATION CHART  
OF THE  
**DEPARTMENT OF WELFARE**  
COMMONWEALTH OF PENNSYLVANIA  
OCTOBER 1, 1928

